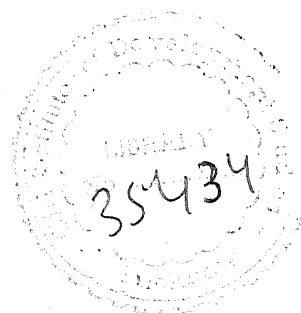


FUNCTIONAL AND FINANCIAL DEVOLUTION ON PANCHAYATI RAJ INSTITUTIONS IN UTTAR PRADESH

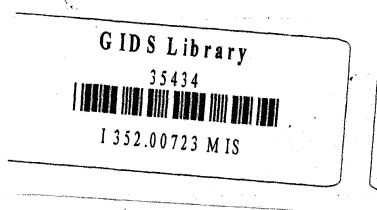
By

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Submitted to:

**NATIONAL INSTITUTE OF RURAL DEVELOPMENT
HYDERABAD**



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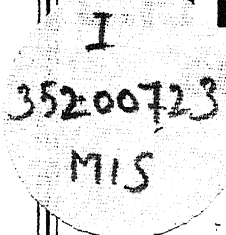
1. Panchayati Raj
2. Financial Economics

INSTITUTE OF DEVELOPMENT STUDIES

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LUCKNOW 226 024 INDIA

JULY 1999



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CHAPTER I

INTRODUCTION

1.1 INTRODUCTION:

The Eleventh Finance Commission has been entrusted with the task of recommending measures needed to augment the Consolidated Funds of the States to supplement the resources of Panchayats on the basis of recommendations of the State Finance Commission. The Terms of Reference (TOR) of the EFC further enjoin that in making its recommendations, the Commission will have regard, inter alia, to the requirement of the States for meeting the plan and non-plan revenue expenditure and make an assessment of resources of the State for the five years commencing on 1st April, 2000. The Commission is also required to take into account the scope for better fiscal management consistent with efficiency and economy in expenditure and including the incentives that need to be provided for better realization of tax and non tax revenue. The TOR require the Commission to take into account the recommendations of the SFCs where no SFCs have been constituted as yet, or SFCs have not submitted their reports giving recommendations, the Commission will have to make its own assessment about the manner and extent of augmentation of Consolidated Fund of the State to supplement the resources of the Panchayats in the State. In making such assessment, the Commission has to take into account the following:

- (i) *the provisions required to be made for the emoluments and terminal benefits of the employees of the Panchayats including those of teachers;*
- (ii) *the existing powers of the Panchayats to raise financial resources including those by way of raising additional taxes by the Panchayats; and*
- (iii) *the powers, authority and responsibility transferred to the Panchayats under Article 243 G of the Constitution read with Schedule Eleven.*

In addressing the tasks enjoyed on the EFC by the TOR pertaining to the Panchayats, it is necessary to have an idea of the functions and responsibilities of the Panchayats which have been assigned to different tiers in pursuance of the 73rd Constitutional Amendment Act or otherwise. Once needs are assessed, the next step would be to make an assessment of their revenue resources that can be tapped by them under law or under the powers delegated to them. The difference between needs and internal availability of resources would provide an idea of their revenue gap, requiring transfer of resources. In order that the transfer scheme which EFC may eventually be formulated is based on the principles of equity and efficiency, it is imperative that the assessment of the resource gap of the States should include an assessment of the revenue-gap of the Panchayats also. Unless these assessments are based on some realistic norms, inequity and arbitrariness may not be ruled out. But assessing the revenue requirements of the Panchayats on a normative basis across the country, taking into

account the variations in local conditions presents a formidable task. Even though a beginning has been made, the principles which may be evolved by the EFC will lay the foundation for the system of transfer to the Panchayats for the future Finance Commissions as well. To assist the Commission in this task, it is necessary to institute studies which will help to set up realistic norms of functions, expenditure and revenue effort in order that the system of devolution to the Panchayats from higher level governments is devised in a way that promotes the objectives of the 73rd Constitutional Amendment Act within the constraints of resources of government at different levels. The studies will also suggest the quantum of devolution that will be needed to meet the revenue gap and thus the likely burden on the State budgets after taking into account transfer of additional functions and tax/revenue heads to the panchayats. On these issues, the Giri Institute of Development, Lucknow, has been commissioned to undertake the study of Uttar Pradesh State.

1.2 OBJECTIVES:

The broad objectives of the study are as follows:

1. *review the role, functions, system and pattern of financial devolution, financial position and working of the different tiers of Panchayats in each State in the light of legislation and executive orders of the State government on the subject including those assigned to PRI in pursuance to Article 243 G of the Constitution, as compared with the position obtained before the 73rd Constitutional Amendment Act came into effect.*

2. *review the revenue raising powers of the different tiers of Panchayats, both tax and non-tax and assess the extent of its utilisation for raising the optimum level of financial resources by the Panchayats;*
3. *examine the existing funding pattern and resource flow from the Government, both Union and State, to the different tiers of Panchayats for the performance of the functions devolved on them;*
4. *identify the core functions required to be performed by different tiers of Panchayats and lay down the norms of performance at a reasonable cost keeping in view the availability of resources*
5. *estimate the financial requirements of each tier of the Panchayats in relation to the 'core functions', keeping in view the provisions already made and to be made for the emoluments and terminal benefits of the employees of the Panchayats at various tiers, including those of teachers in each state;*
6. *assess the adequacy or otherwise of existing manpower available to the different tiers of Panchayats and the sources of funding its cost;*
7. *suggest measures to rationalise the existing system of fiscal devolution, and to estimate the additional revenue that would need to flow from the higher level governments to the Panchayats in each State.*

1.3 METHODOLOGY:

The above objectives were examined and analysed in case of each of the three-tiers of Panchayati Raj Institutions (PRI's) of U.P. namely the gram panchayat, kshettra panchayat and Zila Panchayat. Both the macro and micro situations were analysed. The macro analysis was based on all the 58620 gram panchayats, 904 kshettra panchayats and 83 Zila panchayats of the state. In order to analyse micro realities, two district panchayats, one from the developed part of the state and other from the backward part, were selected as sample. The selection of the developed and backward district panchayats was based on the classification of U.P. districts into backward and developed on the basis of relative index of development prepared by the Centre for Monitoring India Economy (CMIE). Out of each of these two district panchayats, two kshettra panchayats and four gram panchayats were selected following the same methodology as adopted in the selection of district panchayats. In this way, the following 2 district panchayats, 4 kshettra panchayats and 8 gram panchayats were selected as sample for micro investigation:

TABLE 1.1 : SAMPLE OF THE STUDY

| District Panchayat | Kshettra Panchayat | Gram Panchayat |
|---|------------------------|-------------------|
| 1. Saharanpur (Developed) Zila Panchayat | 1. Balia Kheri | 1. Mavi Khurd |
| | 2. Rampur Maniharan | 2. Mankamau |
| | | 3. Sherpur |
| | | 4. Salempur |
| 2. Sultanpur (Backward) Zila Panchayat | 1. Dubeypur | 1. Kutta Suhagpur |
| | 2. Dhanpatganj | 2. Lohagi |
| | | 3. Babhangaon |
| | | 4. Bansi |

The focus of analysis remained on functional and financial Devolution on PRI's during the pre and post 73rd Amendment Act, revenue receipt by PRI's expenditure pattern and staff status. Besides, gross and net financial requirements for performing core or obligatory functions by each tier of Panchayati Raj were also calculated on the basis of standard unit of service and standard unit cost. The core functions of each tier of PRI's were the same as identified in the workshop held on November 20, 1998 at NIRD. The standard unit cost of functions are the average costs incurred by different departments/agencies in U.P. state.

1.4 SOURCES OF DATA:

In U.P. state, Department of Panchayati Raj, Government of U.P. maintains the data of Gram Panchayats. Therefore, the data related with gram panchayats were obtained from there. The Kshettra Panchayats, though had legal status much before the 73rd amendment in U.P., remained non-functional till April, 1994 when Kshettra Panchayats were duly constituted as per the new Act. The Department of Rural Development was entrusted with the task of maintaining the information related with the Kshettra panchayats in U.P. Thus, the department of Rural Development provided the data of Kshettra Panchayats. The Monitoring Cell of the Department of Panchayati Raj is responsible for Zila Panchayats. All the data related with Zila Panchayats were obtained therefrom.

1.5 CHAPTER DIVISION:

The study has been divided into following chapters:

1. Introduction
2. Devolution of Functional Responsibilities and Powers on PRI's in U.P.
3. Revenue Mobilisation, Financial Devolution and Expenditure by Gram Panchayats in U.P.
4. Revenue Mobilisation, Financial Devolutiuon and Expenditure by Kshettra and Zila Panchayats in U.P.
5. Staff in Panchayati Raj Institutions of U.P.
6. Financial Devolution and Action Taken by the Government of U.P.
7. State Finance Commission and Financial Devolution.
8. Core Functions of PRI's in U.P.
9. Improving Financial Resources of Panchayati Raj Institutions in U.P.

1.6

LIMITATION OF THE STUDY:

The study suffers from two limitations (I) The sample size of the study is very small. Hence its generalisation has limitations. (II) The U.P. state is geographically large and therefore, wide regional variations are there in the Unit Cost of core functions to be performed by the PRI's. In the study, such regional variations have not been taken into account rather the average cost of the standard physical unit of function has been taken into account.

CHAPTER II

DEVOLUTION OF FUNCTIONAL RESPONSIBILITIES AND POWERS ON PRI's IN U.P.

The state of Uttar Pradesh has been the pioneering state in the country which enacted the U.P. village Panchayat Act in 1918 and the District Boards Act in 1922. In 1918 act, the role of village panchayat was kept very limited. However, the District Boards were given the functions of vernacular education, cattle ponds, roads, medical, veterinary, relief from natural calamities, ferries and vaccination. Later on in 1938, Government of Uttar Pradesh appointed a committee to examine the structure and functions of the local-self government. The committee observed that the scope of functions of panchayats were limited. Hence, the government enacted the U.P. Panchayati Raj Act, 1947. The government then appointed a committee known as Balwant Rai Mehta Committee in 1957 which recommended the scheme of democratic decentralisation with three tier system of panchayats; comprising the village panchayats at the bottom, panchayat samitis at the intermediate level and Zila parishads at the district level. Thereafter, U.P. Kshettra Samiti and Zila Parishad Act, 1961 was enacted. Thus, Uttar Pradesh became the first State in the Country to establish a three-tier system of panchayati Raj institutions.

2.1 FUNCTIONS OF GRAM PANCHAYATS:

In the U.P. Panchayati Raj Act, 1947 which is known as The United Provinces Panchayati Raj Act, 1947, the functional responsibility was of two types viz., obligatory and discretionary. The obligatory functions were 12 in

numbers, if arranged according to the 'Eleventh Schedule'. The obligatory functions were related with the agriculture including agricultural extension, minor irrigation, water management and watershed development, animal husbandry, dairying and poultry, small scale industries, rural housing, drinking water, fuel and fodder, roads, education including primary and secondary schools, markets and fairs and health and sanitation including hospitals, primary health centres and dispensaries. Besides these obligatory functions, gram panchayats were also given 8 discretionary functions. These were agriculture including agricultural extension, land improvement, animal husbandry, dairying and poultry, social and farm forestry, rural housing, libraries, cultural activities and health and sanitation including hospitals, primary health centres and dispensaries.

The old U.P. Panchayati Raj Act, 1947 was redesigned in April, 1994 according to the 73rd Constitutional Amendment. In this new Act, functions given to gram panchayats are obligatory and according to the 'Eleventh Schedule'. Thus, the amended Panchayati Raj Act in U.P. has adopted the list of functions of gram panchayats as envisaged in the 'Eleventh Schedule'. Moreover, one more function of preparation of plan for economic development by the Gram Panchayat has been added. Besides these obligatory functions, there is a provision that four more functions related with social forestry and farm forestry, land improvement, collection of any tax and land revenue and maintenance of related records may also be assigned to the gram panchayats whenever government wishes to do the same. The details of functions of the gram panchayats in U.P. as provided in old and new Panchayati Raj Acts has been arranged according to the 'Eleventh Schedule' and have been presented in Table II.1.

TABLE II.1: FUNCTIONS OF GRAM PANCHAYATS IN U.P: ACCORDING TO THE 'ELEVENTH SCHEDULE

| U.P. PANCHAYATI RAJ ACT, 1947 | | | | AMENDED IN APRIL 1994, AS PER SEVENTY THIRD CONSTITUTIONAL AMENDMENT | | | |
|-------------------------------|--|----------------------|--|--|--|-----|--|
| <u>OBLIGATORY</u> | | <u>DISCRETIONARY</u> | | <u>OBLIGATORY</u> | <u>MAY BE ASSIGNED</u> | | |
| 1. | AGRICULTURE, INCLUDING AGRICULTURAL EXTENSION: | 1. | AGRICULTURE, INCLUDING AGRICULTURAL EXTENSION: | 1. | AGRICULTURE, INCLUDING AGRICULTURAL EXTENSION: | 1. | SOCIAL FORESTRY AND FARM FORESTRY: |
| (i) | Assisting the development of agriculture. | (i) | Assisting and advising agriculturalist in the obtaining of distribution among them of government loans and in the repayment thereof in the liquidation of old debt and generally in the establishment of sound credit system according to law. | (i) | Promotion and Development of Agriculture and horticulture | (i) | Management and maintenance of a forest situated in the Panchayat area. |
| | | (ii) | Development of cooperation and establishment of improved seed and implement stores. | (ii) | Development of wastelands and grazing lands and preventing of their unauthorised alienation and use. | | |
| 2. | LAND IMPROVEMENT, IMPLEMENTATION OF LAND REFORMS, LAND CONSOLIDATION AND SOIL CONSERVATION: | 2. | LAND IMPROVEMENT, IMPLEMENTATION OF LAND REFORMS, LAND CONSOLIDATION AND SOIL CONSERVATION: | 2. | LAND IMPROVEMENT, IMPLEMENTATION OF LAND REFORMS, LAND CONSOLIDATION AND SOIL CONSERVATION: | 2. | LAND IMPROVEMENT, IMPLEMENTATION OF LAND REFORMS, LAND CONSOLIDATION AND SOIL CONSERVATION: |
| — | | (i) | Filling in of insanitary depressions and levelling of land. | (i) | Assisting the government and other agencies in land development and reform and soil conservation. | (i) | Management of waste lands, pasture lands or vacant lands belonging to Government situated within the Panchayat area. |
| | | | | (ii) | Assisting in Land consolidation. | | |
| 3. | MINOR IRRIGATION, WATER MANAGEMENT AND WATERSHED DEVELOPMENT: | 3. | MINOR IRRIGATION, WATER MANAGEMENT AND WATERSHED DEVELOPMENT: | 3. | MINOR IRRIGATION, WATER MANAGEMENT AND WATERSHED DEVELOPMENT: | 3. | COLLECTION OF ANY TAX OR LAND REVENUE AND MAINTENANCE OF RELATED RECORDS: |
| (i) | Construction, repair and maintenance of ad-hoc, general or special types of small irrigation projects of water conservation and regulation for irrigation purpose. | — | | (i) | Managing and assisting distribution of water from minor irrigation projects. | | |
| | | | | (ii) | Projects construction, repairs and maintenance of minor irrigation. | | |

Contd....

U.P. PANCHAYATI RAJ ACT, 1947

AMENDED IN APRIL 1994, AS PER
SEVENTY THIRD CONSTITUTIONAL
AMENDMENT

| <u>OBLIGATORY</u> | | <u>DISCRETIONARY</u> | | <u>OBLIGATORY</u> | |
|-------------------|---|----------------------|---|-------------------|--|
| 4. | ANIMAL HUSBANDRY, DAIRYING AND POULTRY: | 4. | ANIMAL HUSBANDRY, DAIRYING AND POULTRY: | 4. | ANIMAL HUSBANDRY, DAIRYING AND POULTRY: |
| (i) | The maintenance of such records relating cattle census and other statistics as may be prescribed. | (i) | The improved breeding and medical treatment of cattle and preventing of diseases in them. | (i) | Improvement of breeds of cattle, poultry and other livestock. |
| | | | | (ii) | Promotion of dairying poultry, piggery etc. |
| 5. | FISHERIES: | 5. | FISHERIES: | 5. | FISHERIES: |
| — | | — | | (i) | Development of fisheries in the villages. |
| 6. | SOCIAL AND FARM FORESTRY: | 6. | SOCIAL AND FARM FORESTRY: | 6. | SOCIAL AND FARM FORESTRY: |
| — | | (ii) | Planting and Maintaining trees at the sides of public streets and in other places. | (i) | Planning and preserving trees on the sides of roads and public lands. |
| | | | | (ii) | Development and promotion of social and farm forestry and sericulture. |
| 7. | MINOR FOREST PRODUCE: | 7. | MINOR FOREST PRODUCE | 7. | MINOR FOREST PRODUCE: |
| — | | — | | (i) | Promotion and Development of Minor forest produce. |
| 8. | SMALL SCALE INDUSTRIES, 8. INCLUDING FOOD PROCESSING INDUSTRIES: | 8. | SMALL SCALE INDUSTRIES, 8. INCLUDING FOOD PROCESSING INDUSTRIES: | 8. | SMALL SCALE INDUSTRIES, INCLUDING FOOD PROCESSING INDUSTRIES: |
| (i) | Industry and Commerce. | — | | (i) | Assisting the development of small industries. |
| | | | | (ii) | Promotion of local trades. |
| 9. | KHADI, VILLAGE AND COTTAGE INDUSTRIES: | 9. | KHADI, VILLAGE AND COTTAGE INDUSTRIES: | 9. | KHADI, VILLAGE AND COTTAGE INDUSTRIES: |
| — | | — | | (i) | Promotion of agricultural and commercial industries. |
| | | | | (ii) | Promotion of cottage industries. |
| 10. | RURAL HOUSING: | 10. | RURAL HOUSING: | 10. | RURAL HOUSING: |
| (i) | Regulating the construction of a new building or the extension or alternation of any existing building. | (i) | Extension of Abadi. | (i) | Implementation of rural housing programmes. |
| | | | | (ii) | Distribution of house-sites and maintenance of records relating to them. |

Contd...

U.P. PANCHAYATI RAJ ACT, 1947

AMENDED IN APRIL 1994, AS PER
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| <u>OBLIGATORY</u> | | <u>DISCRETIONARY</u> | | <u>OBLIGATORY</u> | |
|-------------------|--|----------------------|---|-------------------|--|
| 11. | DRINKING WATER: | 11. | DRINKING WATER: | 11. | DRINKING WATER: |
| (i) | Construction, repair and maintenance of public wells, tanks and ponds for the supply of water for drinking, washing and bathing purposes. | — | | (i) | Construction, repair and maintenance of public wells, tanks and ponds for supply of water for drinking, washing, bathing purposes and regulation of sources of water supply for drinking purposes. |
| 12. | FUEL AND FODDER: | 12. | FUEL AND FODDER: | 12. | FUEL AND FODDER: |
| (i) | Establishment, management and care of common grazing grounds and lands for the common benefit of the persons residing within its jurisdiction. | — | | (i) | Development of grass and plants relating to fuel and fodder lands. |
| | | | | (ii) | Control on irregular transfers of fodder land. |
| 13. | ROADS, CULVERTS, BRIDGES, FERRIES, WATERWAYS AND OTHER MEANS OF COMMUNICATION: | 13. | ROADS, CULVERTS, BRIDGES, FERRIES, WATERWAYS AND OTHER MEANS OF COMMUNICATION: | 13. | ROADS, CULVERTS, BRIDGES, FERRIES, WATERWAYS AND OTHER MEANS OF COMMUNICATION: |
| (i) | Construction, repair, maintenance, cleaning and lighting of public street | — | | (i) | Construction and maintenance of village, roads, bridges, ferries and culverts. |
| | | | | (ii) | Maintenance of water ways. |
| | | | | (iii) | Removal of encroachment on public places. |
| 14. | RURAL ELECTRIFICATION INCLUDING DISTRIBUTION OF ELECTRICITY: | 14. | RURAL ELECTRIFICATION INCLUDING DISTRIBUTION OF ELECTRICITY: | 14. | RURAL ELECTRIFICATION INCLUDING DISTRIBUTION OF ELECTRICITY: |
| — | | — | | (i) | Provision for and maintenance of lighting of public streets and other places. |
| 15. | NON-CONVENTIONAL ENERGY SOURCES: | 15. | NON-CONVENTIONAL ENERGY SOURCES: | 15. | NON-CONVENTIONAL ENERGY SOURCES: |
| — | | — | | (i) | Promotion and development of programmes of non-conventional energy source and its maintenance. |

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| <u>OBLIGATORY</u> | | <u>DISCRETIONARY</u> | | <u>OBLIGATORY</u> | |
|-------------------|---|----------------------|---|-------------------|---|
| 16. | POVERTY ALLEVIATION PROGRAMME: — | 16. | POVERTY ALLEVIATION PROGRAMME: — | 16. | POVERTY ALLEVIATION PROGRAMME: (i) Promotion and implementation of poverty alleviation programme. |
| 17. | EDUCATION INCLUDING PRIMARY AND SECONDARY SCHOOLS: (i) Establishment and maintaining primary schools for boys and girls. | 17. | EDUCATION INCLUDING PRIMARY AND SECONDARY SCHOOLS: — | 17. | EDUCATION INCLUDING PRIMARY AND SECONDARY SCHOOLS: (i) Public awareness about education. |
| 18. | TECHNICAL TRAINING AND VOCATIONAL EDUCATION: — | 18. | TECHNICAL TRAINING AND VOCATIONAL EDUCATION: — | 18. | TECHNICAL TRAINING AND VOCATIONAL EDUCATION: (i) Promotion of rural art and artisans. |
| 19. | ADULT AND NON-FORMAL EDUCATION: — | 19. | ADULT AND NON-FORMAL EDUCATION: — | 19. | ADULT AND NON-FORMAL EDUCATION: (i) Promotion of adult literacy. |
| 20. | LIBRARIES: — | 20. | LIBRARIES: (i) Establishment and maintenance of a Library or reading room. | 20. | LIBRARIES: (i) Establishment and maintenance of libraries and reading rooms. |
| 21. | CULTURAL ACTIVITIES: — | 21. | CULTURAL ACTIVITIES: (i) Establishment and maintenance of an akhara or club or other places of recreation and games. | 21. | CULTURAL ACTIVITIES: (i) Promotion of social and cultural activities. (ii) Organising cultural seminars on different festivals. (iii) Establishment and maintenance of rural clubs for sports. |
| 22. | MARKETS & FAIRS: (i) Regulation of melas, markets, hats within its area, except those managed by the state government and without prejudice to the provision of the Uttar Pradesh Melas Act, 1938. | 22. | MARKETS & FAIRS: — | 22. | MARKETS & FAIRS: (i) Regulation of melas, markets and hats in Panchayat area. |

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| <u>OBLIGATORY</u> | | <u>DISCRETIONARY</u> | <u>OBLIGATORY</u> | |
|-------------------|---|----------------------|--|-------|
| 23. | HEALTH AND SANITATION INCLUDING HOSPITALS, PRIMARY HEALTH CENTRES AND DISPENSARIES: | 23. | HEALTH AND SANITATION INCLUDING HOSPITALS, PRIMARY HEALTH CENTRES AND DISPENSARIES: | 23. |
| (i) | Medical relief. | (i) | Regulating the collection, removal and disposal of manure and sweepings. | (i) |
| (ii) | Sanitation and taking corrective and preventive measures to remove and to stop the spread of an epidemic. | (ii) | Prohibiting or regulating the curing, tanning and dyeing of skins within 220 yards of the baadl. | (ii) |
| (iii) | Regulating places for the disposal of dead bodies of human beings, animals and other offensive matters. | | | (iii) |
| (iv) | Registering births, deaths, marriages and maintenance of the registers mentioned in Section 9. | | | (iv) |
| (v) | Allotment of places for storing manure. | | | (v) |
| 24. | FAMILY WELFARE: | 24. | FAMILY WELFARE: | 24. |
| — | | — | | (i) |
| 25. | WOMEN AND CHILD DEVELOPMENT: | 25. | WOMEN AND CHILD DEVELOPMENT: | 25. |
| — | | — | | (i) |
| | | | | (ii) |

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| <u>OBLIGATORY</u> | | <u>DISCRETIONARY</u> | | <u>OBLIGATORY</u> | |
|-------------------|--|----------------------|--|-------------------|---|
| 26. | SOCIAL WELFARE INCLUDING WELFARE OF THE HANDICAPPED AND MENTALLY RETARTED: | 26. | SOCIAL WELFARE INCLUDING WELFARE OF THE HANDICAPPED AND MENTALLY RETARTED: | 26. | SOCIAL WELFARE INCLUDING WELFARE OF THE HANDICAPPED AND MENTALLY RETARTED: |
| (i) | Registering births, deaths marriages and maintenance Of the registers mentioned in section '9'. | (i) | Making representation to the district board for performance by it to such functions in relations to the area within the jurisdiction of the gaon sabha as it beyond the power of the gaon sabha. | (i) | Assisting in old-age and widow pension schemes. |
| (ii) | Rendering assistance in extinguishing fire and protecting life and property when fire occurs. | (ii) | Setting up organization to promote good will and social harmony between different communities. | (ii) | Participation in the social welfare programmes, including welfare of the handicapped and the mentally retarded. |
| (iii) | The administration of civil and criminal justice and the election of panches on the panel of the Panchayati adalat according to the provisions of this act or rules made thereunder. | (iii) | Public Radiosets and gramophones. | (iii) | Preparation of Plan of economic development of the area of the Gram Sabha. |
| (iv) | Fulfilling any other obligation imposed by any other law on gaon sabha . | (iv) | Any other measure of public-utility calculated to promote moral and material well being for the convenience of the villagers. | | |
| | | (v) | With the previous sanction of the district boards the doing of any thing which falls within the functions of the district board for the benefit of the persons living within the jurisdiction of the Gaon-Sabha. | | |
| 27. | WELFARE OF THE WEAKER SECTIONS AND IN PARTICULAR, OF THE SCHELDULED CASTES AND SCHEDULED TRIBES: | 27. | WELFARE OF THE WEAKER SECTIONS AND IN PARTICULAR, OF THE SCHELDULED CASTES AND SCHELDULED TRIBES: | (27) | WELFARE OF THE WEAKER SECTIONS AND IN PARTICULAR, OF THE SCHEDULED CASTES AND SCHEDULED TRIBES: |
| — | — | — | — | (i) | Participation in the implementation of the specific programmes for the scheduled castes, the scheduled tribes and other weaker sections of the society. |
| | | | | (ii) | Preparation and implementation schemes of social justice. |

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| <u>OBLIGATORY</u> | | <u>DISCRETIONARY</u> | | <u>OBLIGATORY</u> | |
|-------------------|--|----------------------|--|-------------------|---|
| 28. | PUBLIC DISTRIBUTION SYSTEM: — | 28. | PUBLIC DISTRIBUTION SYSTEM: — | 28. | PUBLIC DISTRIBUTION SYSTEM: (i) Promotion of public awareness with regard to the distribution of essential commodities. (ii) Monitoring of public distribution system. |
| 29. | MAINTENANCE OF COMMUNITY ASSETS: (i) Upkeep, protection and supervision of any building or other property which may belong to the gaon-sabha or which may be transferred to it for management. | 29. | MAINTENANCE OF COMMUNITY ASSETS: — | 29. | MAINTENANCE OF COMMUNITY ASSETS: (i) Preservation and maintenance of community assets. |
| 30. | PLAN FOR ECONOMIC DEVELOPMENT: — | 30. | PLAN FOR ECONOMIC DEVELOPMENT: — | 30. | PLAN FOR ECONOMIC DEVELOPMENT: (i) Preparation of plan for economic development of the area of Gram Panchayat. |

Source: *The United Provinces Panchayat Raj Act, 1947 and Amended Act, 1994.*

2.2 FUNCTIONS OF KSHETTRA PANCHAYATS:

The functions to be performed by the kshettra panchayats as provided in the U.P. Kshettra Panchayats and Zila Panchayats Act, 1961 were classified according to the 'Eleventh Schedule'. It became evident that a total of 19 functions were assigned to Kshettra Panchayats namely agriculture including agricultural extension, land improvement, implementation of land reforms, land consolidation and soil conservation, minor irrigation, water management and water shed development, animal husbandry, social forestry, khadi, village and cottage industries, rural housing, drinking water, fuel and fodder, roads and bridges, education including primary and secondary schools, libraries, cultural activities, markets and fairs, health and sanitation including hospitals, PHC's, family welfare, welfare of weaker section, maintenance of community assets, planning and statistics and supervision of gram panchayats. All these functions were obligatory.

When the old Act of 1961 was remodelled in April, 1994 according to the Seventy Third Constitutional Amendment, the list of the functions assigned to kshettra panchayats was adopted exactly the same as given in the 'Eleventh Schedule'. Besides two more functions viz., Planning and Statistics and Supervision of Gram Panchayats were also added. All these functions are also obligatory in new Act. In Table III.2, a comparative list of functions of Kshettra Panchayats as provided in old and new Kshettra Panchayats and Zila Panchayats Acts has been drawn, according to the 'Eleventh Schedule'.

**TABLE II.2: FUNCTIONS OF THE KSHETTRA PANCHAYATS IN
U.P: ACCORDING TO THE 'ELEVENTH SCHEDULE'**

| U.P. KSHETTRA PANCHAYATS AND ZILA PANCHAYATS ACT, 1961 | AMENDED IN APRIL 1994, AS PER SEVENTY THIRD CONSTITUTIONAL AMENDMENT |
|---|---|
| <u>OBLIGATORY:</u> | <u>OBLIGATORY:</u> |
| 1. AGRICULTURE, INCLUDING AGRICULTURAL EXTENSION: | 1. AGRICULTURE, INCLUDING AGRICULTURAL EXTENSION: |
| (i) Agricultural development includes increase production, assisting establi- shment of seed stores and other supply depot, popularising of improved techniques and plant protection. | (i) Promotion and development of agriculture and horticulture. (ii) Promotion of cultivation and marketing of vegetables, fruits and flowers. |
| 2. LAND IMPROVEMENT, IMPLEMENTATION OF LAND REFORMS, LAND CONSOLI- DATION AND SOIL CONSERVATION: | 2. LAND IMPROVEMENT, IMPLEMENTATION OF LAND REFORMS, LAND CONSOLI- DATION AND SOIL CONSERVATION: |
| (i) Soil conservation and land reclamation. | (i) Assisting the government and Zila Panchayat in the implementation of land improvement, soil conservation and land consolidation programmes of the government. |
| 3. MINOR IRRIGATION, WATER MANAGE- MENT AND WATERSHED DEVELOPMENT: | 3. MINOR IRRIGATION, WATER MANAGE- MENT AND WATERSHED DEVELOPMENT: |
| (i) Providing loans and other facilities for the development of irrigation and minor irrigation. | (i) Assisting the Government and Zila Panchayat in the construction and maintenance of minor irrigation works. |
| (ii) Construction and maintenance of minor irrigation works. | (ii) Implementation of community and individual irrigation works. |
| (iii) Construction and repair of tanks, canals, drainage and supply of water from them or from any other source under the khand. | |

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**4. ANIMAL HUSBANDRY, DAIRYING AND
POULTRY:**

- (i) Establishment, management and maintenance of veterinary hospitals and stockman centres.
- (ii) Improvement of fodder crops, pisci-culture, poultry.
- (iii) Carcass utilization.
- (iv) Establishment and management of Cattle ponds.

5. FISHERIES:

—

**6. SOCIAL FORESTRY AND FARM
FORESTRY:**

- (i) Planting and preservation of the trees.

7. MINOR FOREST PRODUCE:

**8. SMALL SCALE INDUSTRIES
INCLUDING FOOD PROCESSING
INDUSTRIES:**

**4. ANIMAL HUSBANDRY, DAIRYING AND
POULTRY:**

- (i) Maintenance of veterinary services.
- (ii) Improvement of breed of cattle, poultry and other livestock.
- (iii) Promotion of dairying, poultry and piggery.

5. FISHERIES:

- (i) Promotion of fisheries development.

**6. SOCIAL FORESTRY AND FARM
FORESTRY:**

- (i) Planting and preserving trees of the sides of roads and public lands.
- (ii) Development and promotion of social forestry and sericulture.

7. MINOR FOREST PRODUCE:

- (i) Promotion and development of minor forest produce.

**8. SMALL SCALE INDUSTRIES
INCLUDING FOOD PROCESSING
INDUSTRIES:**

- (i) Help in development of rural industry.
- (ii) Creating general awareness of agro-industrial development.

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**9. KHADI, VILLAGE AND COTTAGE
INDUSTRIES:**

- (i) Survey of cottage and village industries and making conditions.
- (ii) Promotion and Development of cottage and village industries including advance of loans and grants for establishment and development of such industries.

(iii) Training in craft and industries.

10. RURAL HOUSING:

- (i) Construction of building.

11. DRINKING WATER:

- (i) Preventing and assisting in the preservation of drinking water, guarding from pollution water used for human consumption and preventing polluted water from being so used.

12. FUEL AND FODDER:

- (i) Planting of trees and afforestation.

**9. KHADI, VILLAGE AND COTTAGE
INDUSTRIES:**

- (i) Marketing the products of cottage industries.

10. RURAL HOUSING:

- (i) Assisting in rural housing programme and its implementation.

11. DRINKING WATER:

- (i) Providing and assisting in development of drinking water.
- (ii) Guarding from drinking polluted water.
- (iii) Encouraging and monitoring rural water supply programmes.

12. FUEL AND FODDER:

- (i) Promotion of Programmes related to fuel and fodder.
- (ii) Planting of trees near roads in the Panchayat area.

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**13. ROADS, CULVERTS, BRIDGES,
FERRIES, WATERWAYS AND OTHER
MEANS OF COMMUNICATION:**

- (i) Construction, maintenance and repair of roads and bridges.

**14. RURAL ELECTRIFICATION,
INCLUDING DISTRIBUTION
OF ELECTRICITY:**

—

**15. NON-CONVENTIONAL
ENERGY SOURCES:**

16. POVERTY ALLEVIATION PROGRAMME:

**17. EDUCATION INCLUDING PRIMARY AND
SECONDARY SCHOOLS:**

- (i) Providing Primary Education.
- (ii) Promotion of social education, women and youth welfare.

**13. ROADS, CULVERTS, BRIDGES, FERRIES,
WATERWAYS AND OTHER MEANS OF
COMMUNICATION:**

- (i) Construction of roads, culverts, outside the villages and their maintenance.
- (ii) Construction of bridges.
- (iii) Help in management of ferries and waterways.

**14. RURAL ELECTRIFICATION
INCLUDING DISTRIBUTION
OF ELECTRICITY:**

- (i) Promotion of rural electrification.

**15. NON-CONVENTIONAL
ENERGY SOURCES:**

- (i) Promoting use of non-conventional energy and its promotion.

16. POVERTY ALLEVIATION PROGRAMME:

- (i) Implementation of poverty alleviation programmes.

**17. EDUCATION INCLUDING PRIMARY AND
SECONDARY SCHOOLS:**

- (i) Development of primary and secondary education.
- (ii) Promotion of primary and social education.

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(iii) Organisation of camps, seminars and training programmes of officials and non-officials belonging to the plan.

(iv) Dissemination of knowledge regarding such matters as disease, hygien, sanitation, better housing, agriculture, industries and cattle breeding.

**18. TECHNICAL TRAINING AND VOCATIO-
NAL EDUCATION:**

**18. TECHNICAL TRAINING AND VOCATIONAL
EDUCATION:**

(i) Promotion of rural artisans and vocational education.

19. ADULT AND NON-FORMAL EDUCATION:

19. ADULT AND NON-FORMAL EDUCATION:

(i) Supervision of adult literacy and informal education centres.

20. LIBRARIES:

(i) Furthering educational objectives by means of library, reading rooms and otherwise.

20. LIBRARIES:

(i) Promotion and supervision of rural libraries.

21. CULTURAL ACTIVITIES:

(i) Physical, cultural including sports and competitions.

folk songs, dances and rural sports.

21. CULTURAL ACTIVITIES:

(i) Supervision of cultural affairs.

(ii) Promotion and Organisation of regional

22. MARKETS AND FAIRS:

(i) Holding and management of fairs, agricultural and cattle show and industrial exhibition.

22. MARKETS AND FAIRS:

(i) Promotion, management and supervision of fairs and markets (including cattle fair outside gram panchayat).

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**23. HEALTH AND SANITATION INCLUDING
HOSPITALS, PRIMARY HEALTH
CENTRES AND DISPENSARIES:**

- (i) Establishment, management and maintenance of primary health centres, maternity and child clinics, dispensaries, public vaccination, sanitation and prevention of disease.

24. FAMILY WELFARE:

- (i) Family Planning.

25. WOMEN AND CHILD DEVELOPMENT:

**26. SOCIAL WELFARE INCLUDING
WELFARE OF THE HANDICAPPED
AND MENTALLY RETARTED:**

**27. WELFARE OF WEAKER SECTION AND
IN PARTICULAR OF THE SCHEDULED
CASTES AND SCHEDULED TRIBES:**

- (i) Management of any public, private charities with the consent of the state government, under the kshettra samiti.

**23. HEALTH AND SANITATION INCLUDING
HOSPITALS, PRIMARY HEALTH
CENTRES AND DISPENSARIES:**

- (i) Establishment and maintenance of P.H.C. and dispensaries.
- (ii) Control of epidemics.
- (iii) Implementation of rural health and sanitation programmes.

24. FAMILY WELFARE:

- (i) Promotion of Health and Family Welfare Programmes.

25. WOMEN AND CHILD DEVELOPMENT:

- (i) Promotion of programmes for participation of organisation in women and child health and nutrition programmes.
- (ii) Promotion of programmes relating to development of women and child welfare.

**26. SOCIAL WELFARE INCLUDING
WELFARE OF THE HANDICAPPED
AND MENTALLY RETARTED:**

- (i) Participation in the social programmes including welfare of the handicapped and the mentally retarded.
- (ii) Monitoring of the old aged and widow pension schemes.

**27. WELFARE OF THE WEAKER SECTION
AND IN PARTICULAR OF THE
SCHEDULED CASTES AND
SCHEDULED TRIBES:**

- (i) Promoting of the welfare of the scheduled castes and weaker sections.

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- (ii) Promotion to Harijan welfare scheme allotted to the Kshettra Samiti.

- (ii) Preparation of plans and implementation of schemes for social justice.

- (iii) Educational Programmes for integration.

28. PUBLIC DISTRIBUTION SYSTEM:

28. PUBLIC DISTRIBUTION SYSTEM:

- (i) Distribution of essential commodities.

**29. MAINTENANCE OF COMMUNITY
ASSETS:**

**29. MAINTENANCE OF COMMUNITY
ASSETS:**

- (i) Establishment, maintenance and management of public parks and gardens.
- (ii) Holding management, acquisition and disposal of property vested in or entrusted to the management of the Kshettra Samiti.

- (i) Guiding, monitoring/preservation and maintenance of community assets.

- (ii) Management of cattle ponds.

30. PLANNING AND STATISTICS:

30. PLANNING AND STATISTICS:

- (i) Preparation of development plans for the khand and helping the gaon panchayats to frame their plans.
- (ii) Periodical review of achievements and targets.
- (iii) Collection of data and maintenance of statistics in respect of matters relating to the implementation of the khand plan.
- (iv) Preparation of such returns, statements and reports as the state government or Zila Parishad requires the Kshettra Samiti to submit.
- (v) Holding of competitions in development activities and institution of prizes and rewards.

- (i) Preparation of plans for economic development.
- (ii) Review, co-ordination and integration of the plans prepared by the gram panchayats.
- (iii) Ensuring execution of the khand and gram panchayat development plans.
- (iv) Periodical review of achievement of statistics in respect of matter relating to the implementation of the khand plan.

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- (vi) Exercising the schemes of government and of the Zila Parishad that might be entrusted to the Kshettra Samiti.

31. SUPERVISION OF GRAM PANCHAYATS: 31. SUPERVISION OF GRAM PANCHAYATS:

- | | |
|--|--|
| (i) Distribution of grants to the gaon sabhas in accordance with the prescribed procedure. | (i) Distribution of grants of the gram panchayats in accordance with the prescribed procedure. |
| (ii) Supervision generally according to rules of the activities of the gram-sabhas. | (ii) General supervision according to rules over the activity of the Gram Panchayats. |

Source: *U.P. Kshettra Panchayat and Zila Panchayat Adhiniyam, 1961 and Amended Adhiniyam, 1994*

2.3 FUNCTIONS OF ZILA PANCHAYATS:

The functions of Zila Panchayats in U.P. as provided in U.P. Kshettra Samiti and Zila Parishad Act, 1961 were obligatory as well as discretionary. The list of obligatory functions as arranged according to the 'Eleventh Schedule' denotes that all the 29 functions were to be performed by the Zila Panchayats in U.P. Besides two more functions of Planning and Statistics and relief work were there in this list. The discretionary functions were 6 namely drinking water, roads, culverts, bridges, ferries, water ways and other means of communication, adult and non-formal education, health and sanitation, small scale industry and others. When this Act was modified in April, 1994 in accordance with the Seventy Third Constitutional Amendment, not only the 29 functions of Eleventh Schedule were assigned to Zila Panchayats but two more functions of Planning and Statistics and other functions which included 3 sub-functions viz., reclaiming unhealthy localities, pollution control within jurisdiction and promotion of tourism etc. The functional responsibility of the Zila Panchayats in U.P. in old and new act has been presented according to the 'Eleventh Schedule' in Table II.3

Thus, it becomes clear that in the State of Uttar Pradesh, three-tier structure of panchayati Raj existed even before the 73rd Constitutional Amendment and functions assigned to each tier were as given in the 'Eleventh Schedule'. The functional responsibility assigned to each tier: Gram Panchayat, Kshettra Panchayat and Zila Panchayat in the New Act i.e., as modified according to the 73rd Constitutional Amendment, tallied with the Eleventh Schedule.

**TABLE II.3 : FUNCTIONS OF ZILA PANCHAYATS IN U.P:
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| U.P. KSHETTRA PANCHAYATS AND ZILA PANCHAYATS ACT, 1961 | | AMENDED IN APRIL 1994, AS PER SEVENTY THIRD CONSTITUTIONAL AMENDMENT | |
|---|-------|--|--|
| <u>OBLIGATORY:</u> | | <u>DISCRETIONARY:</u> | <u>OBLIGATORY:</u> |
| 1. AGRICULTURE, INCLUDING AGRICULTURAL EXTENSION: | | 1. DRINKING WATER: | 1. AGRICULTURE, INCLUDING AGRICULTURAL EXTENSION: |
| (i) Promotion of measures to increase agricultural production. | (i) | Conserving and preventing injury or contamination to or pollution of rivers and other sources of watersupply within its jurisdiction. | (i) Promotion of measures to increase agricultural production. |
| (ii) Establishment and maintenance of godowns. | (ii) | | (ii) Establishment and maintenance of godowns. |
| 2. LAND IMPROVEMENT, IMPLEMEN- TATION OF LAND REFORMS, LAND CONSOLIDATION AND SOCIAL CONSERVATION: | | 2. ROADS, CULVERTS, BRIDGES, FERRIES, WATER WAYS AND OTHER MEANS OF COMMUNICATION: | 2. LAND IMPROVEMENT, IMPLEMEN- TATION OF LAND REFORMS, LAND CONSOLIDATION AND SOIL CONSERVATION: |
| (i) Planning and implementation of land improvement, soil conservation and land consoli- dation programmes entrusted by the government. | (1) | Laying out, whether in areas previously built or not new public roads and acquiring land for that purpose and for the constru- ction of building and their compounds to about on such roads. | (i) Planning And implementation of land improvement, soil conservation and land consolidation programmes entrusted by the Government. |
| | (ii) | Constructing, subsidising or guaranteeing tramways, aerial rope ways or other means of locomotion. | |
| 3. MINOR IRRIGATION, WATER MANAGEMENT AND WATERSHED DEVELOPMENT: | | 3. ADULT AND NON FORMAL EDUCATION: | 3. MINOR IRRIGATION, WATER MANAGEMENT AND WATERSHED DEVELOPMENT: |
| (i) Construction and maintenance of minor irrigation and interkhand water projects. | (i) | Furthering educational objects by measures other than the establishment and maintenance of schools. | (i) Construction and maintenance of minor irrigation and inter-khand water projects. |
| (ii) Managing the water distribution. | (ii) | | (ii) Managing the water distribution.. |
| (iii) Development of sub soil water. | (iii) | | (iii) Development of sub-soil water. |
| (;iv) Watershed Development. | (;iv) | | (iv) Watershed development. |
| 4. ANIMAL HUSBANDARY, DAIRYING AND POULTRY: | | 4. HEALTH AND SANITATION INCLUDING HOSPITALS/ PRIMARY HEALTH CENTERS AND DISPENSARIES: | 4. ANIMAL HUSBANDARY, DAIRYING AND POULTRY: |
| (i) Establishment and maintenance of veterinary and animal husbandry services. | (i) | Reclaiming unhealthy localities. | (i) Establishment and maintenance of veterinary and animal husbandry services. |
| | (ii) | Securing or assisting to secure suitable places for the carrying | |

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| <u>OBLIGATORY:</u> | | <u>DISCRETIONARY:</u> | <u>OBLIGATORY:</u> | |
|--------------------|---|---|--------------------|---|
| (ii) | Improvement of breeds. | | (ii) | Improvement of breeds. |
| (iii) | Promotion of dairying, poultry and piggery. | on of any offensive dangerous or obnoxious, trade calling or practice. | (iii) | Promotion of dairying, poultry and piggery. |
| | | (iii) Conserving and preventing injury or contamination to or pollution of rivers and other sources of water supply within its jurisdiction. | | |
| 5. | FISHERIES: | 5. SMALL SCALE INDUSTRY: | 5. | FISHERIES: |
| (i) | Development of fisheries in irrigation works. | (i) Promotion of tourism. | (i) | Development of fisheries in irrigation works. |
| (ii) | Implementation of fishermen's welfare programme. | | (ii) | Promotion of dairying, poultry and piggery. |
| 6. | SOCIAL FORESTRY AND FARM FORESTRY: | 6. OTHERS: | 6. | SOCIAL FORESTRY AND FARM FORESTRY: |
| (i) | Promotion of social and farm forestry, tree plantation and sericulture. | (i) Taking a census and granting rewards for information which may tend to secure the correct registration of vital statistics. | (i) | Promotion of social and farm forestry, tree plantation and sericulture. |
| (ii) | Development of watershed. | (ii) The doing of anything whether inside or outside the district where on expenditure is declared by the state government only the Zila Panchayat with the sanction of the state government to be an appropriate charge on the Zila Panchayat Nidhi. | (ii) | Development of wasteland. |
| 7. | MINOR FOREST PRODUCE: | | 7. | MINOR FORESTRY PRODUCE: |
| (i) | Promoting and implementing programmes of minor forest produce. | | (i) | Promoting and implementing programmes of minor forest produce. |
| 8. | SMALL SCALE INDUSTRIES INCLUDING FOOD PROCESSING INDUSTRIES: | | 8. | SMALL SCALE INDUSTRIES INCLUDING FOOD PROCESSING INDUSTRIES: |
| (i) | Promotion of small scale industry and food processing unit. | | (i) | Promotion of small scale industry and food processing unit. |

Contd.....

**U.P. KSHETTRA PANCHAYATS AND
ZILA PANCHAYATS ACT, 1961**

**AMENDED IN APRIL 1994,
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OBLIGATORY:

9. KHADI VILLAGE AND COTTAGE INDUSTRIES:

- (i) Establishing and maintaining training centres for training in village and cottage industries.
- (ii) Establishment of Panchayat industries at district level.

10. RURAL HOUSING:

- (i) Promotion and development of rural housing programmes.
- (ii) Implementation of rural housing programmes.
- (iii) Construction of community centres and rest houses.
- (iv) Monitoring of rural housing work done by Gram Panchayats and Kshettra Panchayats.

11. DRINKING WATER:

- (i) Maintenance of drinking water of public use.
- (ii) Plan and programme for drinking water.
- (iii) Prevention and control of water pollution.

12. FUEL AND FODDER:

- (i) Monitoring and development of fuel and fodder programmes.
- (ii) Maintenance and development of plants for fuel and fodder areas.
- (iii) Monitoring of programmes regulated by Gram Panchayats and Kshettra Panchayats.

13. ROADS, CULVERTS, BRIDGES, FERRIES, WATERWAYS AND OTHER MEANS OF COMMUNICATION:

- (i) Development and Maintenance of rural roads, culverts, bridges and waterways of the district.

OBLIGATORY:

9. KHADI VILLAGE AND COTTAGE INDUSTRIES:

- (i) Establishing and maintaining training centres for training in village and cottage industries.
- (ii) Establishment of panchayat industries of district level.

10. RURAL HOUSING:

- (i) Promotion and development of rural housing programmes.
- (ii) Implementation of rural housing at non-residential area.
- (iii) Construction of community centres and rest houses.
- (iv) Monitoring of rural housing programmes done by Gram panchayats and Kshettra panchayats.

11. DRINKING WATER:

- (i) Maintenance of drinking water of public use.
- (ii) Plan and programme for drinking water.
- (iii) Prevention and control of water pollution.

12. FUEL AND FODDER:

- (i) Monitoring and development of fuel and fodder programmes.
- (ii) Maintenance and development of plants relating to fuel and fodder areas.
- (iii) Monitoring of programmes regulated by Gram Panchayats and Kshettra panchayats.

13. ROADS, CULVERTS, BRIDGES, FERRIES, WATERWAYS AND OTHER MEANS OF COMMUNICATION:

- (i) Development and maintenance of rural roads, culverts, bridges and water ways of the district.
- (ii) Maintenance of river banks.

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OBLIGATORY:

- (ii) Maintenance of river banks.
- (iii) Writing of directions and markets on roads.
- (iv) Help in removal of encroachment on roads and public places.
- 14. RURAL ELECTRIFICATION INCLUDING DISTRIBUTION OF ELECTRICITY:**
 - (i) Assisting Gram Panchayats and Kshettra Panchayats in rural electrification.
 - (ii) Helping in distribution of light in rural areas.
- 15. NON-CONVENTIONAL ENERGY SOURCES:**
 - (i) Development of sources of non-conventional energy.
 - (ii) Assisting programmes of Gram Panchayats and Kshettra Panchayats.
- 16. POVERTY ALLEVIATION PROGRAMME:**
 - (i) Planning, monitoring and supervision of poverty alleviation programmes.
 - (ii) Co-ordination of programmes with other departments.
- 17. EDUCATION, INCLUDING PRIMARY AND SECONDARY SCHOOLS:**
 - (i) Construction, maintenance and supervision of primary and secondary schools.
 - (ii) Providing education for all in district.
 - (iii) Survey and evaluation of primary and secondary education in district.

OBLIGATORY:

- (iii) Help in removal of encroachment on roads and public places.
- 14. RURAL ELECTRIFICATION INCLUDING DISTRIBUTION OF ELECTRICITY:**
 - (i) Assisting gram panchayats and Kshettra panchayats in rural electrification.
 - (ii) Helping in distribution of light in rural areas.
- 15. NON-CONVENTIONAL ENERGY SOURCES:**
 - (i) Development of sources of non-conventional energy.
 - (ii) Assisting programmes of Gram Panchayats and Kshettra panchayats.
- 16. POVERTY ALLEVIATION PROGRAMME:**
 - (i) Planning, monitoring and supervision of poverty alleviation programmes.
 - (ii) Coordination of programmes with other departments.
- 17. EDUCATION, INCLUDING PRIMARY AND SECONDARY SCHOOLS:**
 - (i) Construction, maintenance and supervision of primary and secondary schools.
 - (ii) Providing education for all in the district.
 - (iii) Survey and evaluation of primary and secondary education in the district.

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OBLIGATORY:

18. TECHNICAL TRAINING AND VOCATIONAL EDUCATION:

- (i) Establishment of technical and vocational training centres and its monitoring.

19. ADULT AND NON-FORMAL EDUCATION:

- (i) Planning and implementation of adult and informal education programmes.

20. LIBRARIES:

- (i) Construction and maintenance of libraries and reading rooms at khand level and in district.
- (ii) Implementation of programmes.

21. CULTURAL ACTIVITIES:

- (i) Promotion of cultural activities.
- (ii) Promotion and supervision of regional cultural and sports activities.
- (iii) Arrangement of cultural folk activities on important occasions.

22. MARKETS AND FAIRS:

- (i) Supervision and monitoring of rural markets, fairs (including cattle fair).

OBLIGATORY:

18. TECHNICAL TRAINING AND VOCATIONAL EDUCATION:

- (i) Establishment of technical and vocational training centres and its monitoring.

19. ADULT AND NON-FORMAL EDUCATION:

- (i) Planning and implementation of adult literacy and informal education programmes.

20. LIBRARIES:

- (i) Construction and maintenance of libraries and reading rooms of khand level and in district.

21. CULTURAL ACTIVITIES:

- (i) Promotion of cultural activities.
- (ii) Promotion and supervision of regional cultural and sports activities on important occasions.

22. MARKETS AND FAIRS:

- (i) Supervision and monitoring of rural markets and fairs (including cattle fair).
- (ii) Supervision and monitoring of works done by gram panchayats and kshettra panchayats.

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**AMENDED IN APRIL 1994,
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OBLIGATORY:

**23. HEALTH AND SANITATIONS:
INCLUDING HOSPITALS
PRIMARY HEALTH CENTRES
AND DISPENSARIES:**

- (i) Assisting and suitably financing Kshettra Panchayats in the prevention and control of epidemics
- (ii) Establishment, maintenance and management of P.H.C. and dispensaries.
- (iii) Providing drinking water facilities.

24. FAMILY WELFARE:

- (i) Implementation, supervision and monitoring of family welfare programmes.

**25. WOMEN AND CHILD
DEVELOPMENT:**

- (i) Implementation of maternity and child health programmes.
- (ii) Promotion of school health and nutrition programmes.

**26. SOCIAL WELFARE INCLUDING
WELFARE OF THE HANDICAPPED
AND MENTALLY RETARDED:**

- (i) Participation in the social welfare programmes including welfare of handicapped and mentally retarded.
- (ii) Promoting social welfare programmes of old age and widow pension schemes.

OBLIGATORY:

**23. HEALTH AND SANITATIONS
INCLUDING HOSPITALS
PRIMARY HEALTH CENTRES
AND DISPENSARIES:**

- (i) Assisting and suitable financing the Kshettra Panchayats in the prevention and control of epidemics.
- (ii) Establishment, maintenance and management of P.H.C. and dispensaries.

24. FAMILY WELFARE:

- (i) Implementation, supervision and monitoring of family welfare programmes.

**25. WOMEN AND CHILD
DEVELOPMENT:**

- (i) Implementation of maternity and child health programmes.
- (ii) Promotion of school health and nutrition programmes.

**26. SOCIAL WELFARE INCLUDING
WELFARE OF THE HANDICAPPED
AND MENTALLY RETARDED:**

- (i) Promoting social welfare programmes of old age and widow pension schemes.
- (ii) Participation in the social welfare programmes including welfare of handicapped and mentally retarded.

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**U.P. KSHETTRA PANCHAYATS AND
ZILA PANCHAYATS ACT, 1961**

**AMENDED IN APRIL 1994,
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OBLIGATORY:

27. **WELFARE OF THE WEAKER SECTION AND IN PARTICULAR OF THE SCHEDULED CASTES AND SCHEDULED TRIBES:**
- (i) Promotion of welfare of the scheduled castes, the scheduled tribes and weaker sections.
 - (ii) Protecting such castes from social injustice and exploitation.
 - (iii) Establishment and management of hostels.
 - (iv) Preparation of plans and implementation of schemes for social justice.
28. **PUBLIC DISTRIBUTION SYSTEM:**
- (i) Planning and monitoring of distribution of rural commodities.
29. **MAINTENANCE OF COMMUNITY ASSETS:**
- (i) Co-ordination and integration of the development schemes.
 - (ii) Preservation and maintenance of community assets.
30. **PLANNING AND STATISTICS:**
- (i) Preparation of plan for economic development.
 - (ii) Review of the plans framed by the Kshettra Panchayats and their co-ordination and consolidation.
 - (iii) Ensuring the execution of the plans at khand and village level.
 - (iv) Periodical review of achievements and targets.
 - (iv) Collection of data and maintenance of statistics on all matters relating to the implementation of the plan within the district.

OBLIGATORY:

27. **WELFARE OF THE WEAKER SECTION AND IN PARTICULAR OF THE SCHEDULED CASTES AND SCHEDULED TRIBES:**
- (i) Promotion of welfare of the scheduled castes, the scheduled tribes and weaker sections.
 - (ii) Protecting such castes from social injustice and exploitation.
 - (iii) Establishment and management of hostels.
 - (iv) Preparation of plans and implementations of schemes for social justice.
28. **PUBLIC DISTRIBUTION SYSTEM:**
- (i) Planning and monitoring of distribution of rural commodities.
29. **MAINTENANCE OF COMMUNITY ASSETS:**
- (i) Coordination and integration of the development schemes.
 - (ii) Preservation and maintenance of community assets.
30. **PLANNING AND STATISTICS:**
- (i) Preparation of plan for economic development.
 - (ii) Review of the plans framed by the Kshettra Panchayats, their co-ordination and consolidation.
 - (iii) Ensuring the execution of the plans of khand and village level.
 - (iv) Periodical review of achievements and targets.
 - (v) Collection of data and maintenance of statistics on all matters relating to the implementation of the plan within the district.

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OBLIGATORY:

31. RELIEF WORK:

- (i) Construction, repairs and maintenance of famine preventive works, establishment and maintenance of relief works and relief houses and adoption of such other measures of relief in time of famine and scarcity as may be considered necessary.
- (ii) Establishment, management, maintenance and visiting of poor houses, asylums, orphanages, markets and rest houses.

OBLIGATORY:

31. OTHERS

- (i) Reclaiming unhealthy localities.
- (ii) Pollution control within own jurisdiction.
- (iii) Promotion of tourism etc.

Source: *U.P. Kshettra Panchayat and Zila Panchayat Adhiniyam, 1961 and Amended Adhiniyam, 1994*

2.4 FUNCTIONAL DEVOLUTION TO PRI's

Consequent to the Constitution Seventy Third Amendment Act of 1992, the Government of Uttar Pradesh set up, in September 1994, a Commission on Administrative Reforms and Decentralisation under the chairmanship of Mr. J.L. Bajaj Ex-Agricultural Production Commissioner of U.P. The mandate of the Commission was to suggest necessary measures for associating Panchayati Raj Institutions (PRI's) in development programmes as well as to recommend specific devolution of powers, functions and responsibilities to the three tier panchayats. The Commission went into the whole gamut of activities/functions listed in the 'Eleventh Schedule' and recommended in August, 1995 which of the activities/schemes should be transferred to each of the three tier PRI's. Subsequently the State Government set up a High Powered Committee (HPC) in December 1995 under the Chairmanship of the Agricultural Production Commissioner (APC) to scrutinise and consider the Bajaj Commission's recommendations. The High Power Committee submitted recommendations in February, 1997. Thereafter, the Government of U.P. has accepted some of the recommendations of HPC. The main recommendations of the Commission which have been accepted by the HPC and then by the Government of Uttar Pradesh concerning each of the three-tiers of panchayats are as under:

2.4.1 GRAM PANCHAYAT:

The Gram Panchayat will be the chief executive agency of all the development, keeping in view their territorial, financial and HRD resources. The principles of management by exception and convergence of services will be largely applicable here. It would prepare an integrated economic development plan for the village, prepare an inventory of resources for this purpose, giving priority to conservation of natural resources. It would help in

the selection of beneficiaries keeping in view the guidelines of the programme. It would develop and maintain common facilities and common property resources, mobilise additional resources for community works, handle construction works upto the specified cost, take up its own innovative projects, organise demonstrations and disseminate information regarding projects and programmes, encourage NGOs to work for the development of the villages, organise beneficiary groups, self-help groups, women and the poor. The Gram Panchayat would supervise all village level functionaries, while establishing co-ordination between them to secure the best results. It would work for cultural development and organise fairs and festivals. It would report crimes against women and children, strive for convergence of services for women, children and the poor. The Gram Panchayat has an important role in the efficient functioning of the Public Distribution System (PDS). It will have power of inspection of Fair Price Shops. It will organise the issuing of ration cards. It would also have the authority to lease community assets for augmenting its income. It will organise programmes of skill development for enabling poor households to take up income generating activities. The Gram Panchayat should have full autonomy in fixing priorities for development, maintenance of community assets, and supervision and control over village level functionaries.

2.4.2 KSHETTRA PANCHAYAT:

The Kshettra Panchayat will co-ordinate the functioning of Gram Panchayats, monitor and supervise their work and give feed back to Zila Panchayat. It will take up works and projects covered within the cost ceiling fixed by Zila Panchayat/Government. It will integrate plans of different Gram Panchayats and forward them to Zila Panchayat for integration with the District Plan. Kshettra Panchayat will also assist in the selection of proper location for various facilities and services and oversee the work of account keeping at Gram Panchayat level, help in transfer of technology through information

dissemination and prepare projects of innovative nature, secure help of NGOs and private sector to mobilise financial and technical support, Kshettra Panchayat will also be required to oversee the functioning of officials of different departments and report to Zila Panchayat for appropriate action against their misconduct or default.

2.4.3 ZILA PANCHAYAT:

The Zila Panchayat will act as the sanctioning authority for Kshettra and Gram Panchayats. It would also perform the functions of monitoring and evaluation with special focus on development of women and weaker sections of society. It would look after the preservation and management of monument of historical and cultural importance and ensure environment friendly development. It would also get a plan prepared for appropriate location of social and economic infrastructure and services. An information and documentation centre would be established in the Zila Panchayat Office with audio visual aids on various developmental matters.

The HPC has recommended the devolution of functions of the Department of Planning and other Departments as under:

2.4.4 DEPARTMENT OF PLANNING:

1. The Secretary, Planning Department should issue the necessary notification/Government Order for constituting the State Development Council, after obtaining sanction from the appropriate level.
2. The Planning Department has agreed with the Commission's recommendation of constituting Regional Standing Committees (RSC's), with the suggestion that instead of election of Chairman of these

committees, the Chairman should be nominated by the Chief Minister. The HPC, however, recommended the acceptance of the Commission's recommendation.

3. As regards the estimation of resources and their augmentation for preparing the plans, the HPC agrees with the views of the Planning Department. The Planning Department should issue the necessary Government Orders.
4. Regarding the transfer of programmes concerning HRD, the Planning Department has stated that "the devolution of powers at local levels are necessary upto a limit. The recruitment of employees should be kept at the State level". The HPC recommends that for matters relating to HRD, the Panchayati Raj Department should issue necessary Government Orders after consulting the Planning Department, the Personnel Department and the Finance Department.
5. The HPC agrees with the views of the Planning Department on recommendation of the Bajaj Commission regarding the availability of expert hands. The Planning Department should issue necessary Government Orders after consultation with the Personnel Department.
6. Suitable methodologies for district planning should be evolved by involving expert agencies like LBS National Academy of Administration, State Planning Institute and NIRD etc. in developing such methodologies.
7. The HPC realises the importance of developing an independent Audit structure for the PRI's as recommended by the Bajaj Commission. Necessary Government Orders should be issued by the Secretary, Finance Department.

8. The PHC agrees for creating integrated and untied Funds for the PRIs. The Planning Department in consultation with the Finance Department should issue necessary Government Orders for creating such funds, and also issue clear guidelines in this regard.
9. The Planning Department should issue Government Orders regarding the Decentralized planning system.

Since the Government has accepted the above recommendations of HPC, it has announced to devolve the functions of 32 departments. However, the government of Uttar Pradesh as yet, has issued Government Orders (GO's) for the devolution of functions and powers of 29 departments. All these GO's have been obtained from the Department of Panchayati Raj, Government of U.P. and classified according to the 'Eleventh Schedule' as shown in Table II.4

2.4.5 OTHER RECOMMENDATIONS:

The Bajaj Commission has recommended that the Adhyaksha, Zila Panchayat should be made the Chairman of DRDA and the Collector as the Vice Chairman of the DRDA. The Department of Rural Development, however, has expressed its serious reservations on this. The Rural Development Department does not agree with this recommendation. The RD has extended the argument that if the Collector has to be associated with DRDA, he should not be the Vice Chairman but the Chairman because anti-poverty programmes handled by the DRDA need the support of the entire district administrative machinery headed by the Collector. Apart from this, programmes like JRY and IRDP need to be dovetailed with other department programmes, and here again the Collector plays a co-ordinating role. Even though in the new Decentralized set-up, the Zila Panchayat is expected to play an important role

**TABLE II.4: U.P. GOVERNMENT ORDERS (GO's) FOR
THE FUNCTIONAL DEVOLUTION TO PRI's:
ACCORDING TO 'ELEVENTH SCHEDULE'**

| SUBJECT/DEPARTMENT | G.O. NUMBER |
|--|----------------------------------|
| 1. AGRICULTURE INCLUDING AGRICULTURAL EXTENSION: | |
| (i) Transfer of functions of District units of Agriculture Department. | 842/12-6-97 |
| (ii) Devolution of different schemes/programmes of Sugarcane Development and Sugar Industry Department to PRI's | 4524(CD)46-97: 1000/101/96 |
| 2. MINOR IRRIGATION, WATER MANAGEMENT & WATERSHED DEVELOPMENT: | |
| (i) Devolution of Minor Irrigation Programmes and Schemes to PRI's | 2161/62-2-97-2/ 12(1)96 T.C. |
| (ii) Devolution of programmes & schemes of Minor Irrigation Department to PRI's | 515 AV-98-27 Irrigation/9-203 |
| 3. ANIMAL HUSBANDRY, DAIRYING & POULTRY: | |
| (i) Devolution of programmes of Animal Husbandry, Dairying & Poultry to PRI's | 2126/12-P-2/1997- 30)21)97 |
| (ii) Devolution of programmes of dairy development department to PRI's | 752/53-97-4(123)95 |
| (iii) Nomination of Deputy Dairy Development Officers/Dairy Managers in the Panchayat Samitis of the Dairy Development Department. | 7520/56-97-4 (123)95 |

Contd....

| SUBJECT/DEPARTMENT | G.O. NUMBER |
|---|-------------------------------------|
| 4. FISHERIES: | |
| (i) Devolution of programmes of Fisheries Department to PRI's. | 1105/57-FISH-97-10-5(55)96. |
| 5. SMALL SCALE INDUSTRIES INCLUDING FOOD PROCESSING INDUSTRIES: | |
| (i) Devolution of functions to PRI's for the construction of workshop building. | 2703/33-3-97-54.G/97 |
| (ii) Devolution of Programmes/Schemes and Rights of Food Processing & Horticulture Department to PRI's. | 2342/58-1-97-374/93 |
| 6. KHADI, VILLAGE & COTTAGE INDUSTRIES: | |
| (i) Devolution of Programmes/Schemes Relating to Textiles Including Handloom & Powerloom to PRI's. | 1785/63 H.U.-97 |
| (ii) Participation of PRI's in Sericulture. | (R)/59 K.H. |
| (iii) Devolution of Programmes Schemes of Industry Department to PRI's. | 3626/18-3-97-2001/96 |
| 7. RURAL HOUSING: | |
| (i) Construction of village level Panchayat Bhawans. | 2710/33-3-97-54 G.97 |
| (ii) Devolution of functions for the imple- mentation of 'Indira Awas Yojna'. | 2286/38-5-97/18- Coordination/97 |
| Contd.... | |

| SUBJECT/DEPARTMENT | G.O. NUMBER |
|---|---------------------------------------|
| 8. ROADS, CULVERTS, BRIDGES, FERRIES, WATERWAY'S AND OTHER MEANS OF COMMUNICATION: | |
| (i) Devolution of functions of 'Kharanja' Layings & Water drainages within the Habitation of Gram Panchayats. | 2700/33/3-97/ 54.G/97 |
| 9. NON-CONVENTIONAL ENERGY SOURCES: | |
| (i) Devolution of functions to PRI's to implement 'BIO-GAS' programme. | 2286(6)38-5-97-18/ Coordination/97 |
| (ii) Devolution of functions of District Units of Non-Conventional Energy Sources to PRI's. | 780/45-V-NEDA/97 |
| 10. POVERTY ALLEVIATION PROGRAMME: | |
| (i) Devolution of functions for the implementation of 'JRY' to PRI's. | 1692/38-4-97-38/97 |
| (ii) Devolution of functions for the implementation of 'TYRSEM' to PRI's. | 1748/38-6/97 |
| (iii) Devolution of function for the implementation of 'IRDP' Programme to PRI's. | 1750/38-6-97 |
| (iv) Devolution of Functions of Employment Generation in Rural Areas through 'DRDA' to PRI's. | 1068 D/38-2-1997 |
| (v) Devolution of Programmes/Schemes of DPAP to PRI's. | 5547/54-1-Cell-97/ 25(185)97 |
| 11. EDUCATION INCLUDING PRIMARY & SECONDARY SCHOOLS: | |
| (i) Development & Organizational Restructuring of Primary Education for PRI's participation. | 1191/15-5-96-34/92 |

Contd....

| SUBJECT/DEPARTMENT | G.O. NUMBER |
|--|---|
| 12. TECHNICAL TRAINING & VOCATIONAL EDUCATION: | |
| (i) Devolution of Powers/Functions & Rights of Training Employment Division of Labour Department to PRI's. | 1191/36-6-97-1 (M)94 |
| (ii) Constitution of Committee in each district under the Chairmanship of 'Adhayaksha' of Zila Panchayat for assessing the demand & supply of Diploma Engineer by the Department of Technical Education. | 529/98/Prostro 3-46(78)97 |
| 13. MARKETS & FAIR's: | |
| (i) Devolution of powers to PRI's for the creation of Non-Managerial facilities in the haat/bazars. | 2702/33-3-97- 54.G/97 |
| 14. HEALTH & SANITATION INCLUDING HOSPITALS, PRIMARY HEALTH CENTRES AND DISPENSARIES: | |
| (i) Implementation of Central Rural Sanitation Programmes by the PRI's. | 2892/33-3-90 Dt. 5-6-90 1359/33-3-91 Dt. 6-4-91 4145/33-3-5P Dt. 5-11-93 |
| (ii) Arrangement for the Implementation of Rural Water & Environmental Sanitation Programme of Panchayati Raj Department by the PRI's. | 2286(4)38-5-97 Coordination/97 |
| (iii) Devolution of function of the Department of Health to PRI's. | 977/5-6-98-20/3/96 |
| Contd.... | |

| SUBJECT/DEPARTMENT | G.O. NUMBER |
|---|------------------------------------|
| 15. WOMEN & CHILD DEVELOPMENT: | |
| (i) Devolution of functions for the implementation of 'DWCRA' to PRI's. | 1749/38-6-97 |
| (ii) Devolution of functions to PRI's in the Recruitment of Aganwadi worker Sahayka By the Department of Women & Child Development. | 1598/60-2-97-2/1 (25)/97 |
| (iii) Devolution of functions to PRI's in the Child Development & Nutrition Programme, Department of Women & Child Development. | 1945/60-2-97-2/ 13(6)96 |
| 16. SOCIAL WELFARE INCLUDING WELFARE OF HANDICAPED & MENTALLY RETARDED: | |
| (i) Devolution of functions of 'DRDA' to PRI's. | 1069 D/38-2-97 |
| (ii) Devolution of functions of Social Welfare Department to PRI's | 1354/26-2-1997 |
| (iii) Devolution of Functions of youth Welfare Department to PRI's. | 842/Panchas-U, Ka-97-35/97 |
| (iv) To bring district units & some programmes/schemes of Cooperative Department under the control of PRI's. | 1667/49-3-97- 200/(22)/97 |
| 17. WELFARE OF THE WEAKER SECTION AND IN PARTICULAR OF THE SCHEDULED CASTES AND SCHEDULED TRIBES: | |
| (i) Arrangement for the implementation of SC/ST Drinking Water Schemes by PRI's. | 2286(2)38-5-97-18 Cordination/9 |

Contd....

| SUBJECT/DEPARTMENT | G.O. NUMBER |
|---|--------------------------------|
| 18. PUBLIC DISTRIBUTION SYSTEM: | |
| (i) Devolution of powers to Gram Panchayat under the Public Distribution System, Department of Food & Civil Supplies. | 3521/Kh/19-KHO-6-98-2(19)96 |
| (ii) Devolution of powers to Zila Panchayats under the Public Distribution System, Department of Food & Civil Supplies. | 3521 KH/19-Kh 0-6-98-2(19)96 |
| (iii) Devolution of powers to 'Kshetra Panchayat Under the Public Distribution System, Department of Food & Civil Supplies. | 3521 KH/19-Kh 0-6-96-2(19) 96. |
| 19. MAINTENANCE OF COMMUNITY ASSETS: | |
| (i) Devolution of Power to PRI's to Maintain Public Buildings & Properties. | 2904/33-3-97/ 54.G/97 |

Source: *Department of Panchayati Raj, Government of U.P., Lucknow*

in the district planning exercise. In view of the position the Collector occupies as co-ordinator of development administration, head of revenue administration, responsible for land management and law and order in the district, it would be desirable to continue with his association as Chairman of DRDA. The Rural Development Department also feels that until the entire working is transferred to the Zila Panchayat, the Collector should be the Chairman of the DRDA. DRDA, as it is, is not an implementing agency and it works through different departments and unless the Adhyaksha of Zila Panchayat start functioning as a pivot of all the institutions and departments of the district, it will be detrimental to place DRDA under the Adhyaksha of Zila Panchayat.

2.4.6 HPC's RECOMMENDATION:

The HPC was in full agreement with the view of the Department of Rural Development. In the context of the situation prevailing in the State, it is not opportune to accept this particular recommendation of the Bajaj Commission. The Adhyaksha, Zilla Panchayat, however, may be made a member of the DRDA. The HPC has given some important recommendations for functional devolution which are as follows:

There are two sections, viz. 39 and 95 of the U.P. Kshettra Panchayat and Zila Panchayat Adhiniyam, 1961 (as amended) which deal with government officers required to work under direct control or in an advisory capacity with the Zila Panchayat. Under the new dispensation, the Panchayats are going to have larger and wider functions with full autonomy in decision making, backed with adequate resource devolution. The Commission has done a detailed exercise for devolution of functions and has felt that it would be necessary to re-examine the functions of officers indicated in Section 39 & 95. The Commission has recommended that officers who are directly involved in carrying out functions to be vested in Zila Panchayats, and whose jurisdiction

is restricted to a district, should be placed under Section 39. The Commission has recommended that the following officers should be included under section 39 of the Act:

1. Chief Development Officer (Chief Executive Officer, Zila Panchayat).
2. District Development Officer.
3. Deputy Chief Medical Officer.
4. Basic Shiksha Adhikari.
5. District Agriculture Officer.
6. Assistant Registrar, Co-operative Societies.
7. District Livestock Officer.
8. District Social Welfare Officer.
9. Executive Engineer, R.E.S.
10. District Plant Protection Officer.
11. District Soil Conservation Officer.
12. District Horticulture Officer.
13. Executive Engineer, Minor Irrigation.
14. Programme Officer (Child Development Project).
15. District Economics Officer.
16. Additional District Development Officer (Special Component Plan)
17. Executive Engineer, Irrigation (Canals).
18. Executive Engineer, Irrigation (Tubewells).
19. Executive Engineer, PWD.
20. General Manager (District Industries Centre).
21. Assistant Director (Fisheries).
22. District Cane Development Officer
23. Milk Development Officers
24. District Inspector of Schools.

Similarly, there are several other officers posted in a district who belong to autonomous bodies like Jal Nigam and UPSEB, or whose jurisdiction extends over more than a district, but their technical advice/assistance would be useful for the Zila Panchayat (ZP) in handling its functions. The HPC has recommended that these officers (listed below) should also be included in the list under Sector 95.

1. Chief Medical Officer.
2. Executive Engineer, Jal Nigam.
3. Executive Engineer, UPSEB.
4. Superintending Engineer, PWD.
5. Superintending Engineer, Irrigation.
6. Divisional Forest Officer.

After deliberations with various Departments, the HPC recommended the inclusion of two more officers under section 39, in addition to the list of officers recommended by the Bajaj Commission, viz.

1. District Supply Officer.
2. Deputy Director, Agriculture Extension.

The HPC also recommended the inclusion of officers under section 95 of the Act as suggested by the Bajaj Commission. The PHC, therefore advised that the Department of Panchayati Raj should initiate action immediately for bringing a suitable amendment accordingly in section 39 and 95 of the U.P. Kshettra Panchayat & Zila Panchayat Act, 1961.

The Commission and HPC have observed that the Kisan Sewa Kendras established for co-ordinated delivery of services and inputs, and for redressal

of peoples' grievances have not been functioning effectively. The Kshettra Panchayat should implement this useful scheme and an officer of the rank of ADO may be designated as coordinator of each Kisan Sewa Kendra. The Kshettra Panchayat may appoint a sub-committee or entrust one of the existing sub-committees, the task of reviewing and monitoring of this scheme. It should be ensured that there is no shortage of application forms or related literature at Kisan Sewa Kendras. A system of redressal of complaints should be evolved by recording all complaints and action taken noted in a register. The co-ordinator should follow-up and report compliance to the sub-committee of the Kshettra Panchayat. The HPC recommended that the Department of Rural Development should issue necessary executive instructions in accordance with the recommendations made by the Bajaj Commission.

The Commission has recommended that for functions involving complex factors of efficiency of operation, equity etc., suitable criteria has to be evolved, taking into consideration the capacity of a Panchayat and its coverage in terms of area and population. The Commission has taken into account the following considerations for delimitation of functions at different levels:

1. Economies of scale
2. Economies of scope
3. Political proximity
4. Institutional autonomy
5. Organisational capability
6. Capacity for Human Resources Development
7. Management by exception
8. Convergence of services

Keeping in view the above considerations, the functions at state level should include:

1. R & D, transfer of technology and quality control.
2. Preparing plans for specialised technical education.
3. Preparing a comprehensive policy and programme for training of official and non-official functionaries in planning and development management.
4. Delineation of the role of the non-government sector in development.
5. Identification of the potential and possibility of export and funding from external and non-government sources.
6. Developing monitoring and evaluation systems

The HPC recommended that the Secretary, Planning Department should, after careful consideration of the aspects involved, issue necessary executive instructions and guidelines to all concerned.

As it is evident from the Table II.4 that a total of 42 GO's were issued for functional devolution to PRI's as recommended by the PHC after 73rd Constitutional Amendment. The GO's are related with 19 functions of the 'Eleventh Schedule'. Out of the 42 GO's issued, each tier was devolved various functions which have been shown in Annexure - I. A review of the annexure indicates that the functional devolution to PRI's in U.P. has been remarkable. In fact, there was little functional devolution to PRI's in U.P. before 73rd amendment. Though no GO's were issued for functional devolution to PRI's before 73rd amendment, however, the three tier structure of panchayats in U.P. reported to have performed some important functions as evident from the following information furnished by the Department of Panchayati Raj, Government of U.P., Lucknow:

Table II.5: FUNCTIONS PERFORMED BY THE PANCHAYATS IN U.P. BEFORE 73rd AMENDMENT

| Sl. No. | FUNCTIONS | Gram Panchayat | Kshettra Panchayat | Zila Panchayat |
|-------------------------------------|----------------------------------|----------------|--------------------|----------------|
| I. GENERAL ADMINISTRATION | | | | |
| (i) | Information and Publicity | No | No | No |
| (ii) | Maintenance of records | Yes | No | Yes |
| (iii) | Number of Houses | Yes | No | No |
| (iv) | Land Management | Yes | No | -- |
| II. CORE FUNCTIONS | | | | |
| (i) | Street Lighting | Yes | No | No |
| (ii) | Water Supply | No | No | Yes |
| (iii) | Sanitation | Yes | No | No |
| (iv) | Drainage and Sevarage | Yes | No | No |
| (v) | Village Pavements | Yes | No | -- |
| III. DEVELOPMENTAL FUNCTIONS | | | | |
| (i) | Minor Irrigation | No | No | No |
| (ii) | Rural Housing | No | No | No |
| (iii) | Education | No | No | Yes |
| (iv) | Public Health | No | No | Yes |
| (v) | Social Welfare | No | No | No |
| (vi) | Construction of Panchayat Bhawan | Yes | No | -- |
| IV. MAINTENANCE FUNCTIONS | | | | |
| (i) | Rural Sanitation | No | No | No |
| (ii) | Roads | No | No | Yes |
| (iii) | Village Pavements, Link Roads | Yes | No | -- |
| (iv) | Wells | Yes | No | -- |

Contd.....

Table II.5 Contd...

| Sl. No. | FUNCTIONS | Gram Panchayat | Kshettra Panchayat | Zila Panchayat |
|---------|--|----------------|--------------------|----------------|
| (i) | Upgradation, management and maintenance of rural markets and fairs | Yes | No | -- |
| (ii) | Relief work during natural calamities | Yes | No | -- |

Source: *Department of Panchayati Raj, Government of U.P., Lucknow.*

However, discussion with the officials of Department of Panchayati Raj and field observations revealed that functional devolution to PRI's before 73rd amendment was nothing and panchayats were not performing any of the core functions. The State Finance Commission has also observed that since no functional devolution was made before 73rd Constitutional Amendment, the panchayats practically did nothing and people's participation remained lacking*.

2.5 FUNCTIONS BEING PERFORMED AFTER 73rd AMENDMENT:

With the notification of several GO's by the U.P. State for the functional devolution to PRI's after 73rd Constitutional Amendment, the Government claims that each tier of panchayats in U.P. has started discharging its functional responsibilities as devolved to them. As reported by the Department

*State Finance Commission, Final Report, Vol.I, December, 1996, pp.243-444

of Panchayati Raj, 20 functions out of the total 30 are being performed by the Gram Panchayats in U.P. at present for which GO's were issued. The Kshettra Panchayats are discharging 10 functions and Zila Panchayats are doing the task of monitoring the Schemes/Programmes implemented by the bottom and middle tiers. The functions being performed by the Gram Panchayats, Kshettra Panchayats and Zila Panchayats as reported by the Department of Panchayati Raj, Government of U.P. with the date of issue of notification have been shown in Table II.6.

2.6: FUNCTIONS BEING PERFORMED BY THE SAMPLE GRAM PANCHAYATS:

The pradhans of the sample gram panchayats were asked about the functions which are being performed by them during their current tenure which has commenced after the 73rd amendment. The information as reported by them has been placed in Table II.7. It reflects from the table that all the four sample gram panchayats of Saharanpur district are performing eleven functions. These are rural housing, drinking water, roads, culverts, bridges, ferries, waterways and other means of communication, non-conventional energy sources, poverty alleviation programme, markets and fairs, women and child development, education, welfare of weaker section, public distribution system and maintenance of community assets. The sample Gram Panchayats of the Sultanpur district have reported to be performing only seven functions. These are rural housing, drinking water, roads etc., health and sanitation, family welfare, social welfare and maintenance of community assets.

It transpires from the above that the gram panchayats of economically developed district like Saharanpur are discharging more functional responsibility as compared with the Gram Panchayats of backward district like Sultanpur.

TABLE II.6: FUNCTIONS BEING PERFORMED BY PANCHAYATS IN U.P. AFTER 73rd AMENDMENT AS PER ELEVENTH SCHEDULE

| Sl. No. | FUNCTIONS | Gram Panchayat | | Kshettra Panchayat | | Zila Panchayat | |
|---------|--|----------------------|-----------------------------|----------------------|-----------------------|---|-----------------------|
| | | Function Transferred | Issue of Notification | Function Transferred | Issue of Notification | Function Transferred | Issue of Notification |
| 1. | Agriculture including agricultural extension | Yes | 21 May, 97 | Yes | 6 June, 97 | | |
| 2. | Land improvement, implementation of land reforms, land consolidation and soil conservation | Yes | 20 May, 97 | Yes | 3 June, 97 | | |
| 3. | Minor irrigation, water management and reforms, land consolidation and soil conservation | Yes | 3 June, 97, 20 March, 97 | Yes | 3 June, 97 | Only monitoring of Scheme under these heads have been transferred | In the year 1997-98 |
| 4. | Animal Husbandry, dairying and poultry | Yes | 4 June, 97, 6 June, 97 | Yes | 4 June, 97 | | |
| 5. | Fisheries | Yes | 2 June, 97 | Yes | 4 June, 97 | | |
| 6. | Social Forestry and Farm Forestry | No | | | | | |
| 7. | Minor Forest Produce | No | | | | | |
| 8. | Small Scale Industries, including Food Processing Industries | Yes | 8 Dec., 97 | | | | |
| 9. | Khadi, Village and Cottage Industries | Yes | 30 March, 97 | Yes | 30 May, 97 | | |
| 10. | Rural Housing | Yes | 20 May, 97 | Yes | 20 May, 97 | | |
| 11. | Drinking Water | | | | | | |
| 12. | Fuel and Fodder | No | | | | | |
| 13. | Roads, Culverts, Bridges, Ferries, Waterways and other means of Communication | No | | | | | |
| 14. | Rural electrification including of Electricity | No | | | | | |
| 15. | Non-conventional energy sources | Yes | 14 May, 98 | | | | |
| 16. | Poverty alleviation program | Yes | 23 May, 97 | Yes | 8 May, 97 | | |
| 17. | Education including primary and secondary schools | Yes Yes | 28 Feb (primary ed.) | | | | |

Contd..

| Sl. No. | FUNCTIONS | Gram Panchayat | | Kshettra Panchayat | | Zila Panchayat | |
|---------|--|----------------------|--|----------------------|-----------------------|----------------------|-----------------------|
| | | Function Transferred | Issue of Notification | Function Transferred | Issue of Notification | Function Transferred | Issue of Notification |
| 18. | Technical training and vocational education | Yes | 28 Feb, 98 | | | | |
| 19. | Adult and non formal education | No | | | | | |
| 20. | Libraries | No | | | | | |
| 21. | Cultural activities | No | | | | | |
| 22. | Markets and Fairs | Yes | 10 May, 97 | | | | |
| 23. | Health and Sanitation including Hospitals, Primary Health Centres and dispensaries | Yes | 10 March, 98 | | | | |
| 24. | Family welfare | Yes | 10 March, 98 | | | | |
| 25. | Women and child development | Yes | 23 May, 97, 20 March, 97, 26 May, 97 | Yes | 23 March, 97 | | |
| 26. | Social welfare including welfare of the handicapped and mentally retarded | Yes | 27 May, 97 | Yes | 27 May, 97 | | |
| 27. | Welfare of weaker section and in particular of SC/ST's | No | | | | | |
| 28. | Public distribution systems | Yes | 28 Feb., 98 | | | | |
| 29. | Maintenance of Community Assets | Yes | 19 May, 97 | | | | |
| 30. | Any other (under article 243 GIB) | No | | | | | |

Source: Department of Panchayati Raj, Government of U.P., Lucknow.

2.7 FUNCTIONS BEING PERFORMED BY THE SAMPLE KSHETTRA PANCHAYATS:

Two Kshettra panchayats namely Baliakhedi and Rampur Maniharan in the developed districts of Saharanpur and two in the backward district of Sultanpur viz., Dubepur and Dhanpatganj were selected as sample. When our research team enquired from the Pramukhas of these sample Kshettra Panchayats that what function their Kshettra Panchayats are performing after devolution of functional responsibilities to them? All of them candidly confessed that none of the functions are being performed by them. The Kshettra Panchayats in U.P. were so far, not having any source of income till 1996-97 when government devolved 15 per cent of JRY fund to Kshettra Panchayats. However, they reported that this amount is inadequate to undertake any of the functions devolved to them. Therefore, in reality the money is being spent on meeting the travel related expenses of the Pramukhs of the Kshettra Panchayats. They also expressed the view that all the exercise of government for functional devolution to Kshettra Panchayats is only a paper work so far because it has not been matched with the corresponding financial devolution.

2.8 FUNCTIONS BEING PERFORMED BY THE SAMPLE ZILA PANCHAYATS:

As observed, that the Gram Panchayats of developed district are performing various functions in comparison with the Gram Panchayats of backward which are doing limited functions. The same situation is found to be existing in case of the Zila Panchayats. The sample Zila Panchayat of Saharanpur district is reported to be doing fifteen (15) activities whereas only five (5) activities are being done by the Sultanpur Zila Panchayat. The activities undertaken by the Saharanpur Zila Panchayats are: social forestry, small scale industries, KVI's, drinking water, roads etc., poverty alleviation

programme, education, cultural activities, markets and fairs, health and sanitation, family welfare, women and child development, welfare of weaker section, public distribution system and maintenance of community assets. The functions performed by the Sultanpur Zila Panchayats are: social forestry, drinking water, roads etc., education and maintenance of community assets. The functions being performed by both the sample Gram Panchayats have been shown in Table II.8.

TABLE II.7: FUNCTIONS BEING PERFORMED BY THE SAMPLE GRAM PANCHAYATS

| FUNCTIONS | SAHARANPUR | | | | SULTANPUR | | | |
|--|------------|-----------|-----------|----------|-------------|---------|--------------|-------|
| | Mavi-kurd | Manka-mau | Salem-pur | Sher-pur | Kutta-suhag | Loha-gi | Babh-an-Gaon | Bansi |
| 1. Agriculture including agricultural extension | No | No | | | No | No | No | No |
| 2. Land improvement, implementation of land reforms, land consolidation and conservation | No | No | No | No | No | No | No | No |
| 3. Minor irrigation, water management and watershed development | No | No | No | No | No | No | No | No |
| 4. Animal Husbandry dairying and poultry | No | No | No | No | No | No | No | No |
| 5. Fisheries | | | | | | | | |
| 6. Social Forestry and Farm Forestry | No | No | No | No | No | No | No | No |
| 7. Minor Forest Produce | | | | | | | | |
| 8. Small Scale Industries Including Food Processing Industries | No | No | No | No | No | No | No | No |
| 9. Khadi, Village and Cottage Industries | No | No | No | No | No | No | No | No |
| 10. Rural Housing | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| 11. Drinking Water | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| 12. Fuel and fodder | No | No | No | No | No | No | No | No |
| 13. Roads, Culverts, bridges, ferries, waterways and other means of Communication | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| 14. Rural electrification including distribution of electricity | No | No | No | No | No | No | No | No |
| 15. Non conventional energy sources | Yes | Yes | Yes | Yes | No | No | No | No |
| 16. Poverty alleviation programme | Yes | Yes | Yes | Yes | No | No | No | No |
| 17. Education including primary and secondary school | Yes | Yes | Yes | Yes | No | No | No | No |
| 18. Technical training and vocational education | No | No | No | No | No | No | No | No |
| 19. Adult and non formal education | No | No | Yes | Yes | No | No | No | No |
| 20. Libraries | No | No | No | No | No | No | No | No |
| 21. Cultural activities | No | No | No | No | No | No | No | No |
| 22. Markets and fairs | Yes | Yes | No | No | No | No | No | No |
| 23. Health and sanitation including hospitals, primary health centres and dispensaries | No | No | No | No | No | No | No | No |
| 24. Family Welfare | No | No | No | No | Yes | Yes | Yes | Yes |
| 25. Women and Child Development | Yes | Yes | Yes | Yes | No | No | No | No |
| 26. Social Welfare, including hospitals, primary health centres and dispensaries | No | No | No | No | No | No | No | No |
| 27. Welfare of weaker sections and in particular to SCs and STs | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| 28. Public Distribution System | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| 29. Maintenance of Community assets | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| 30. Any other (under Article 243e G (b)) | No | No | No | No | No | No | No | No |

Source: Based on Primary information.

TABLE II.8: FUNCTIONS BEING PERFORMED BY THE SAMPLE ZILA PANCHAYATS

| FUNCTIONS | Saharanpur Zila Panchayat | Sultanpur Zila Panchayat |
|--|---------------------------------|--------------------------------|
| 1. Agriculture including agricultural extension | No | No |
| 2. Land improvement, implementation of land reforms, land consolidation and conservation | No | No |
| 3. Minor irrigation, water management and watershed development | No | No |
| 4. Animal Husbandry dairying and poultry | No | No |
| 5. Fisheries | No | No |
| 6. Social Forestry and Farm Forestry | Yes | Yes |
| 7. Minor Forest Produce | No | No |
| 8. Small Scale Industries including Food Processing Industries | Yes | No |
| 9. Khadi, Village and Cottage Industries | Yes | No |
| 10. Rural Housing | No | No |
| 11. Drinking Water | Yes | Yes |
| 12. Fuel and fodder | No | No |
| 13. Roads, Culverts, bridges, ferries, waterways and other means of Communication | Yes | Yes |
| 14. Rural electrification including distribution of electricity | No | No |
| 15. Non conventional energy sources | No | No |
| 16. Poverty alleviation programme | Yes | No |
| 17. Education including primary and secondary school | Yes | Yes |
| 18. Technical training and vocational education | No | No |
| 19. Adult and non formal education | No | No |
| 20. Libraries | No | No |
| 21. Cultural activities | Yes | No |
| 22. Markets and fairs | Yes | No |
| 23. Health and sanitation including hospitals, primary health centres and dispensaries | Yes | No |
| 24. Family Welfare | Yes | No |
| 25. Women and Child Development | Yes | No |
| 26. Social Welfare, including hospitals, primary health centres and dispensaries | No | No |
| 27. Welfare of weaker sections and in particular to SCs and STs | Yes | No |
| 28. Public Distribution System | No | No |
| 29. Maintenance of Community assets | Yes | No |
| 30. Any other (under Article 243e G (b)) | Yes | No |

Source: Based on Primary information

CHAPTER III

REVENUE MOBILISATION, FINANCIAL DEVOLUTION AND EXPENDITURE BY GRAM PANCHAYATS IN U.P.

3.1 TAX AND NON-TAX POWERS OF GRAM PANCHAYAT:

The gram panchayats in U.P. have been empowered under Section 37 of the U.P. Panchayati Raj Act to levy a surcharge on land revenue not less than twenty five paise but not exceeding fifty paise in a rupee on the amount of land revenue. This is the only obligatory taxation power entrusted to gram panchayats in U.P. in the old as well as in new Panchayati Raj Legislation. Besides, there are provisions of some discretionary taxation and fee imposition powers. These are a tax on theatre, cinema or similar entertainment, tax on animals and vehicles other than mechanically propelled vehicles, a tax for cleaning private latrines and drains and a tax for cleaning and lighting of streets and sanitation. Fees are to be imposed on the registration of animals sold in the market, fees for the use of slaughter houses and encamping grounds, a water rate where water is supplied by the gram panchayats for domestic use and an irrigation rate where water for irrigation purpose is supplied by the gram panchayat. A comparative list of tax and non-tax revenue powers of gram panchayats as assigned in old and new acts have been presented in Table III.1.

**TABLE III.1: TAX AND NON-TAX REVENUE POWERS OF
GRAM PANCHAYATS IN U.P.**

| U.P. PANCHAYATI RAJ ACT, 1947 | AMENDED IN APRIL, 1994 AS PER SEVENTY THIRD CONSTITUTIONAL AMENDMENT |
|---|--|
| 1. <u>OBLIGATORY:</u> | 1. <u>OBLIGATORY:</u> |
| (i) In areas where the right, title and interest of intermediaries have been acquired under the Zamindari Abolition and Land Reforms Act, 1956 or the Kumaun and Uttara Khand Zamindari Abolition and Land Reforms Act, 1960, a tax on land not less than twenty five paise in a rupee on the amount of land revenue payable or deemed to be payable therefore. Provided that where the land is in the actual cultivation of a person other than the person by whom the land revenue therefore is payable the tax shall be payable by the person in actual cultivation. | (i) In areas where the right, title and interest of intermediaries have been acquired under the Zamindari Abolition and Land Reforms Act, 1956 or the Kumaun and Uttara Khand Zamindari Abolition and Land Reforms Act 1960, a tax on land not less than twenty five paise in a rupee on the amount of land revenue payable or deemed to be payable therefore. Provided that where the land is in the actual cultivation of a person other than the person by whom the land revenue therefore is payable the tax shall be payable by the person in actual cultivation. |
| (ii) In areas other than those referred to in clause (1) a tax on the land revenue not less than twenty five paise but not exceeding fifty paise in a rupee on the amount of land revenue by a tenant, by whatever name called, under the law in force relating to land tenures. Provided that where the land is in the actual cultivation of the person other than the person liable to pay land revenue therefore the tax shall be payable by the person in actual cultivation of such land. | (ii) In areas other than those referred to in clause (1) a tax on the land revenue not less than twenty five paise but not exceeding fifty paise in a rupee on the amount of land revenue by a tenant, by whatever name called, under the law in force relating to land tenures. Provided that where the land is in the actual cultivation of the person other than the person liable to pay land revenue therefore the tax shall be payable by the person in actual cultivation of such land. |

Contd.....

Table III.1 Contd....

| U.P. PANCHAYATI RAJ ACT, 1947 | AMENDED IN APRIL, 1994 AS PER SEVENTY THIRD CONSTITUTIONAL AMENDMENT |
|--|--|
| 2. DISCRETIONARY: | 2. DISCRETIONARY: |
| (i) A tax on Theatre, Cinema or similar entertainment temporarily stationed in the area of Gram Panchayat not exceeding five rupees per diem. | (i) A tax on Theatre, Cinema or similar entertainment temporarily stationed in the area of Gram Panchayat not exceeding five rupees per diem. |
| (ii) A tax payable by the owner thereof on animals and vehicles other than mechanically propelled vehicles kept within the area of Gram Panchayat and plied for hire at the rate:- | (ii) A tax payable by the owner thereof on animals and vehicles other than mechanically propelled vehicles kept within the area of Gram Panchayat and plied for hire at the rate:- |
| - In the case of animals not exceeding three rupees per animal per annum. | - In the case of animals not exceeding three rupees per animal per annum. |
| - In the case of vehicles, not exceeding six rupees per vehicle per annum. | - In the case of vehicles, not exceeding six rupees per vehicle per annum. |
| (iii) A tax on persons exposing goods for sale in markets/ haats or melas belonging to or under the control of the Gram Panchayat concerned. | (iii) A tax on persons exposing goods for sale in markets/ haats or melas belonging to or under the control of the Gram Panchayat concerned. |
| (iv) Fees on the registration of animals sold in any market or place belonging to or under the control of the Gram Panchayat. | (iv) Fees on the registration of animals sold in any market or place belonging to or under the control of the Gram Panchayat. |
| (v) Fees for the use of slaughter-houses and encamping grounds. | (v) Fees for the use of slaughter-houses and encamping grounds. |
| (vi) A water rate where water for domestic consumption is supplied by the Gram Panchayat. | (vi) A water rate where water for domestic consumption is supplied by the Gram Panchayat. |

Contd.....

Table III.1 Contd....

| U.P. PANCHAYATI RAJ ACT, 1947 | AMENDED IN APRIL, 1994 AS PER SEVENTY THIRD CONSTITUTIONAL AMENDMENT |
|---|---|
| (vii) A tax for cleaning private latrines and drains payable by the owners or occupiers of the house to which the private latrine or drain is attached where such cleaning is done through the agency of the Gram Panchayat. | (vii) A tax for cleaning private latrines and drains payable by the owners or occupiers of the houses to which the private latrine or drain is attached where such cleaning is done through the agency of the Gram Panchayat. |
| (viii) A tax for cleaning and lighting of streets and sanitation. | (viii) A tax for cleaning and lighting of streets and sanitation. |
| (ix) An irrigation rate where water for irrigation purposes is supplied by the Gram Panchayat from any small irrigation project constructed or maintained by it. | (ix) An irrigation rate where water for irrigation purposes is supplied by the Gram Panchayat from any small irrigation project constructed or maintained by it. |
| (x) Any other tax which the State Legislature has the power under the constitution including Article 277 thereof, to impose in the state and of which imposition by the Gram Panchayat has been authorised by the State Government. | (x) Any other tax which the State Legislature has the power under the constitution including Article 277 thereof, to impose in the state and of which imposition by the Gram Panchayat has been authorised by the State. |

Source: *U.P. Panchayati Raj Act, 1947 and the Amended Act, 1994.*

3.2 TAXES AND NON-TAXES LEVIED BY SAMPLE GRAM PANCHAYATS:

The above list of taxes and non-taxes empowered to Gram Panchayats to levy in their respective areas indicated that Gram Panchayats in U.P. have many taxable items both compulsory and optional. Despite this, Gram Panchayats have not utilised most of their taxation power as reported by the sample Gram Panchayats. The Pradhan of Mavikhurd Gram Panchayat of Saharanpur district reported that only surcharge on land revenue was being levied. In Mankamau Gram Panchayat of the same district, surcharge on land revenue, fees on the registration of animals sold in the market and fees on the slaughter houses and encamping ground were being levied. In other two Gram Panchayats of Salempur and Sherpur, surcharge on land revenue and fees on the slaughter houses and encamping grounds were being levied.

The Pradhans of Kutta Suhagpur and Lohgi gram panchayats of Sultanpur district informed to the research team that no tax or fee of any type was being imposed in their respective Gram Panchayats. The Gram Panchayats of Babhangaon and Bansi of Sultanpur district reported that only surcharge on land revenue was being levied.

Thus, despite the provisions and powers to tax, most of the items of taxes and non-taxes were not being used by the Gram Panchayats in U.P. There may be the reluctance on the part of Gram Panchayats to levy taxes, fees etc. due to proximity to people or due to lack of organisational capacity or awareness in levy and collection of taxes. The detail of responses received from sample Gram Panchayats in regard to the status of levy of different taxes and non-taxes have been presented in Table III.2.

TABLE III.2 TAXES AND NON-TAXES LEVIED BY THE SAMPLE GRAM PANCHAYATS IN U.P.

| ITEMS | GRAM PANCHAYATS- SAHARANPUR DISTRICT | | | | GRAM PANCHAYATS- SULTANPUR DISTRICT | | | |
|--|---|---------------|--------------------|--------------|--|-------------|----------------------|-------|
| | Mavi- khurd | Man- kamau | Sa- lem- pur | Sher- pur | Ku- tta- suhag- pur | Lo- hagi | Ba- bhan- gaon | Bansi |
| 1. Surcharge on Land Revenue | Yes | Yes | Yes | Yes | No | No | Yes | Yes |
| 2. Tax on Theatre, Cinema or similar entertainment | No | No | No | No | No | No | No | No |
| 3. Tax on Animals & Vehicles | No | No | No | No | No | No | No | No |
| 4. Tax on persons selling goods in the market & melas | No | No | No | No | No | No | No | No |
| 5. Fees on the Registration of animals sold in the markets | No | Yes | No | No | No | No | No | No |
| 6. Fees on the slaughter houses and encamping grounds | No | No | No | No | No | No | No | No |
| 7. Water Rate (where water for domestic consumption is supplied by the Gram Panchayat) | No | No | No | No | No | No | No | No |
| 8. Tax on clearing private Latrines and drains | No | No | No | No | No | No | No | No |
| 9. Tax on cleaning and Lighting street and sanitation | No | No | No | No | No | No | No | No |
| 10. Tax on Irrigation (where water is supplied by the Gram Panchayat) | No | No | No | No | No | No | No | No |
| 11. Any other tax | No | No | No | No | No | No | No | Yes |

Source: Based on Primary information

3.3 TAX RATES:

The rate structure of taxes and fees to be imposed by the Gram Panchayats in U.P. has been provided in Section-37 of the U.P. Panchayati Raj Act. In case of most of the taxes and fees, the rates have not been fixed in the act rather it has been left to the discretion of concerned Gram Panchayat to decide the rates of various taxes and fees. Only in case of tax on property and surcharge on land revenue, there are provisions of maximum and minimum rates. There are also provision of maximum rates of taxation on vehicles, entertainment, animals and imposition of minimum level of fine by the Gram Panchayats. The rate structure of taxes, fees and fines has also not been revised over the years. All this indicates that as the imposition of most of the taxes, fees and fines by Gram Panchayats are discretionary, their rates are also discretionary. Therefore, unless tax and non-tax powers of the Gram Panchayats are made obligatory and rates are determined, and revised over the years, the financial position of Gram Panchayats are difficult to be improved. The details of rate structure of taxes, fees, user charges to be levied by the Gram Panchayats in U.P. have been shown in Table III.3.

TABLE III.3: RATE STRUCTURE OF TAXES, FEES, USER CHARGES LEVIED BY GRAM PANCHAYATS IN U.P.: 1992-93 TO 1998-99

| ITEMS | 1992- 93 | | 1993- 94 | | 1994- 95 | | 1995- 96 | | 1996- 97 | | 1997- 98 | | 1998- 99 | |
|---|-----------|------|-----------|------|-----------|-------|-----------|------|-----------|------|-----------|------|-----------|------|
| | Min | Max | Min | Max | Min | Max | Min | Max | Min | Max | Min | Max | Min | Max |
| A. TAXES/USER CHARGES | | | | | | | | | | | | | | |
| (i) Property(Rs.) | 12 | 2000 | 12 | 2000 | 12 | 2000 | 12 | 2000 | 360 | 6000 | 360 | 6000 | 360 | 6000 |
| (ii) Vehicle (in Rs.) | 0 | 6 | 0 | 6 | 0 | 6 | 0 | 6 | 0 | 6 | 0 | 6 | 0 | 6 |
| (iii) Agricultural Land (in Rs.) | 25 | 50 | 25 | 50 | 25 | 50 | 25 | 50 | 25 | 50 | 25 | 50 | 25 | 50 |
| (iv) Entertainment (in Rs.) | 0 | 5 | 0 | 5 | 0 | 5 | 0 | 5 | 0 | 5 | 0 | 5 | 0 | 5 |
| (v) Animals (in Rs.) | 0 | 3 | 0 | 3 | 0 | 3 | 0 | 3 | 0 | 3 | 0 | 3 | 0 | 3 |
| (vi) Cleaning and Lighting of Streets & Sanitation | | | | | Not | Fixed | | | | | | | | |
| B. FEES, FINES ETC. | | | | | | | | | | | | | | |
| (i) Fairs and Festivals | | | | | Not | Fixed | | | | | | | | |
| (ii) Fines and Penalties in Rs. | | | | | | | | | | | | | | |
| (a) For infringement of the provisions (Rs.). | Not fixed | 10 | Not fixed | 10 | Not fixed | 10 | Not fixed | 500 | Not fixed | 500 | Not fixed | 500 | Not fixed | 500 |
| (b) For tampering with the Gram Panchayat's property (Rs.). | Not fixed | 50 | Not fixed | 50 | Not fixed | 50 | Not fixed | 1000 | Not fixed | 1000 | Not fixed | 1000 | Not fixed | 1000 |
| (iii) Fees | | | | | | | | | | | | | | |
| (a) Registration on animals | | | | | Not | Fixed | | | | | | | | |
| (b) Use of slaughter houses and encamping grounds | | | | | Not | Fixed | | | | | | | | |
| (iv) Use of slaughter house | | | | | Not | Fixed | | | | | | | | |
| (v) Water Rate | | | | | Not | Fixed | | | | | | | | |
| (vi) Registration of animals | | | | | Not | Fixed | | | | | | | | |
| (vii) Tax from rural markets | | | | | Not | Fixed | | | | | | | | |

Note: Min = Minimum
Max = Maximum

Source : Department of Panchayati Raj, Government of U.P., Lucknow.

3.4 REVENUE OF GRAM PANCHAYATS:

The total revenue of gram panchayats is consisted of own tax i.e., surcharge on land revenue levied by gram panchayats, various grants-in-aid from the state as well as central governments, State Finance Commission devolved fund and TFC grant. All this items of revenue added together provided an income of Rs.4001980 thousand in 1990-91 which increased to Rs.7328122 thousand, showed a simple growth of around 8 per cent per annum only. Besides, if 4 per cent of the net proceeds of state taxes devolved to rural local bodies on the basis of SFC's recommendation in 1997-98 in the ratio of 4/5 for gram panchayats and 1/5th to Zila Panchayats, with TFC grant which come to Rs.3395920 thousand is subtracted, the gram panchayats are left only with total revenue of Rs.3932202 thousand in 1997-98 which is lower than what was their total revenue obtained from all sources in 1990-91. It means that the government acceptance of SFC recommendation to devolve 4 per cent of net proceeds of state taxes and TFC grant have substantially boosted the financial position of Gram Panchayats in U.P. after the 73rd amendment.

The other important feature of revenue generation of Gram Panchayats in U.P. is that the contribution of own sources in their total revenue has always been very meagre and its share remained below 1 per cent in their total revenue during the period 1990-91 to 1997-98. The imposition of fees and user's charges has also been very limited. The revenue from the centrally sponsored schemes has been a main source of income which contributed more than 90 per cent in total revenue of Gram Panchayats from 1990-91 to 1995-96. The scenario, somewhat, changed since 1996-97 when TFC grants

were given and funds were devolved to Gram Panchayats on SFC's recommendations in 1997-98. In both these years, the share of funds from the centrally sponsored scheme remained 62 per cent and 48 per cent in 1996-97 and 1997-98 respectively.

It is also reflected that the general purpose grant-in-aid provided to Gram Panchayats till 1991-92 was discontinued and it was provided again only in the year 1995-96 but discontinued in subsequent years of 1996-97 and 1997-98. The specific purpose grants also show negative growth in 4 years out of total 8 years for which data have been analysed. The grant for development purposes showed negative growth in 1991-92 and 1997-98, however a substantial increase is evident in this grant during the years 1992-93, 1993-94, 1995-96 and 1996-97. The grants under centrally sponsored schemes, despite being the largest source in total revenue of Gram Panchayats, did not indicate a continuous rising trend during the period.

On the whole, the percentage change in the total revenue of all the Gram Panchayats in U.P. during the years 1990-91 to 1997-98 did not show a sound increase. If a simple annual growth in total revenue during the years is calculated, it comes roughly to 11 per cent which is not significant increase in view of high rate of inflation and growth in population in U.P. State. Besides the degree of dependency of Gram Panchayats over government in the form of grants-in-aid appeared to be very high in U.P. State which is to be minimised

TABLE III.4: TOTAL REVENUE OF GRAM PANCHAYATS IN U.P.: 1990-91 TO 1997-98

| SOURCES | 1990-91 | | 1991-92 | | 1992-93 | | 1993-94 | |
|-------------------------------------|---------------------|----|---------------------|--------|---------------------|--------|---------------------|--------|
| | AM | PC | AM | PC | AM | PC | AM | PC |
| I. OWN TAX | | | | | | | | |
| (i) Surcharge on land Revenue | 33220 (0.84) | -- | 34969 (0.84) | 5.26 | 38665 (0.91) | 10.57 | 52307 (0.92) | 35.28 |
| 2. SHARED REVENUE | | | | | | | | |
| (i) State Finance Commission | -- | -- | -- | -- | -- | -- | -- | -- |
| 3. GRANTS-IN-AID FROM STATE | | | | | | | | |
| (i) General Purpose Grant | 279510 (6.98) | -- | 239755 (5.78) | -14.22 | -- | -- | -- | -- |
| (ii) Specific Purpose Grant | 950 (0.02) | -- | 617 (0.01) | -35.05 | 1700 (0.04) | 175.53 | 1525 (0.03) | -10.29 |
| (iii) Grant for Development Purpose | 27786 (0.69) | -- | 17470 (0.43) | -37.13 | 30999 (0.73) | 77.44 | 47744 (0.84) | 54.02 |
| 4. TFC Grants | -- | -- | -- | -- | -- | -- | -- | -- |
| 5. Centrally Sponsored Scheme | 3660514 (91.47) | -- | 3851746 (92.94) | 5.22 | 4180559 (98.32) | 24.11 | 5564099 (98.21) | 33.09 |
| TOTAL | 4001980 (100.00) | -- | 4144557 (100.00) | 3.56 | 4251923 (100.00) | 2.59 | 5665675 (100.00) | 33.25 |

Contd.....

Table III.4 Contd...

| SOURCES | 1994-95 | | 1995-96 | | 1996-97 | | 1997-98 | |
|-------------------------------------|---------------------|--------|---------------------|--------|---------------------|--------|---------------------|--------|
| | AM | PC | AM | PC | AM | PC | AM | PC |
| I. OWN TAX | | | | | | | | |
| (i) Surcharge on land Revenue | 48426 (0.89) | -7.42 | 40629 (0.63) | -16.10 | 23119 (0.43) | -43.10 | 38213 (0.52) | 65.29 |
| 2. SHARED REVENUE | | | | | | | | |
| (i) State Finance Commission | -- | -- | -- | -- | -- | -- | 1876880 (25.61) | -- |
| 3. GRANTS-IN-AID FROM STATE | | | | | | | | |
| (i) General Purpose Grant | -- | -- | 99500 (1.56) | -- | -- | -- | -- | -- |
| (ii) Specific Purpose Grant | 1135 (0.02) | -25.57 | 1328 (0.02) | 17.00 | 1288 (0.02) | -3.01 | -- | -- |
| (iii) Grant for Development Purpose | 48598 (0.89) | 1.79 | 91061 (1.42) | 87.38 | 497357 (9.19) | 446.18 | 364484 (4.97) | -26.72 |
| 4. TFC Grants | -- | -- | -- | -- | 1519040 (28.07) | -- | 1519040 (20.73) | -- |
| 5. Centrally Sponsored Scheme | 5335566 (98.20) | -4.11 | 6173488 (96.37) | 15.70 | 3369879 (62.29) | -45.41 | 3529505 (48.17) | 4.79 |
| TOTAL | 5433725 (100.00) | -4.09 | 6406006 (100.00) | 17.89 | 5410683 (100.00) | -15.54 | 7328122 (100.00) | 35.44 |

Note : AM = Amount (Rs. thousand)
PC = Percentage change
Figures in brackets indicate percentage

Source : Directorate of Panchayati Raj, Government of U.P., Lucknow.

in future if Gram Panchayats are really to act as a grassroot democratic decentralised unit of planning and development. The total revenue of Gram Panchayats in U.P. from 1990-91 to 1997-98 has been analysed in the Table III.4.

3.5 REVENUE OF SAMPLE GRAM PANCHAYATS:

The data regarding revenue of the sample gram Panchayats were obtained for the period 1992-93 to 1997-98 from their records. The analysis of data showed that the surcharge on land revenue which is the own source of revenue, was being levied in all the four sample gram Panchayats of Saharanpur district. The amount of revenue collected therefrom remained constant from 1992-93 to 1997-98 across all the sample gram Panchayats of the district. Its share in the total revenue of respective gram Panchayats has always been less than one per cent during the period. The sample gram Panchayats of Saharanpur district have no other source of own tax or non-tax revenue except the gram Panchayat of Mankamau where a tax on animals purchased/sold in the markets is being imposed. The revenue obtained from this tax in this gram Panchayat has been substantial and it increased over the years so much so that its share in total revenue of this gram Panchayat reached to 25.43 per cent in 1995-96.

The grants-in-aid have been the major source of revenue of gram Panchayats of Saharanpur district. The sample Gram Panchayats received grants-in-aid for a number of programmes. The Jawahar Rozgar Yojna (JRY), Indira Awas Yojna (AWY), Nirbal Warg Awas Yojna (NWAY) and Rural Sanitation (RS) have been the important schemes under which sample Gram Panchayats of Saharanpur district received grants-in-aid. The grants received from TFC and SFC also contributed substantially in the total revenue of sample Gram Panchayats. The year-wise revenue of sample Gram Panchayats of

Saharanpur district from taxes, non-taxes and grants has been presented in Annexure-I.

The data of sample Gram Panchayats of Saharanpur district as given in Annexure - I were clubbed to arrive at the revenue position of Gram Panchayats in the district. The details, thus, worked out have been presented in Annexure-II.

It is reflected that the Gram Panchayats of Saharanpur district, a economically developed district of U.P., have generated 8 to 10 per cent of their total revenue from their own sources upto 1995-96. Thereafter it declined to 1.69 per cent in 1996-97 and 1.03 per cent in 1997-98. The drop in revenue from own sources was caused by the decline in revenue obtained from the tax levied on the animals sold/purchased in the markets of Gram Panchayats. The amount of revenue obtained from the surcharge on land revenue remained constant from 1992-93 to 1997-98 and its share always remained less than one percent in total revenue of Gram Panchayats. Thus, grants-in-aid have been the main source of revenue of Gram Panchayats in the district. The JRY, IAW and RS have been the prominent schemes for which most of the grants-in-aid were made available to Gram Panchayats in the Saharanpur district.

The sample Gram Panchayats of the Sultanpur district, a economically backward district of U.P., have generated negligible revenue from own sources as reflected from Annexure - III. Out of the four sample Gram Panchayats, two namely Kutta Suhagpur and Lohgi have no own source of revenue and were fully dependent upon grants-in-aid. In the Gram Panchayat of Babhangaon, surcharge on land revenue was being imposed but the amount collected therefrom was only Rs.580/- per annum since 1992-93 to 1997-98. The amount of revenue obtained from own sources in Bansi Gram

Panchayat was comparatively higher but the receipt from land revenue remained constant at Rs.1000/- per year during the period and the revenue from the rent and interest remained unstable. As a result the share of revenue of own sources which was 6.82 per cent in total revenue of Bansī Gram Panchayat in 1992-93 declined to 1.82 per cent in 1997-98. In Kutta Suhagpur and Lohgi Gram Panchayats, JRY was main scheme of grants-in-aid. Whereas Sunishchit Rozgar Yojna and JRY have been the major schemes in Babhangaon and Bansī Gram Panchayats.

In Annexure - IV, item-wise and year-wise revenue of all four sample Gram Panchayats was added to assess the status of revenue generation in Gram Panchayats of Sultanpur district. It became quite clear that the Gram Panchayats of Sultanpur district were very heavily dependant upon grants-in-aid as compared to the Gram Panchayats of Saharanpur district. The revenue generated from own sources was quite meagre and it has been found to be declining over the years. The dependency of Gram Panchayats in Sultanpur district over grants-in-aid was found to be increasing over the years to the extent that it touched to 99.09 per cent in total revenue in 1997-98. The JRY and Sunishchit Roozgar Yojana were the two main schemes against which most of the grants-in-aid were made available.

The revenue of sample Gram Panchayats of Saharanpur and Sultanpur districts was added in Annexure - V to get a scenario of financial position of Gram Panchayats in U.P. It became evident that the Gram Panchayats in U.P. earned 7 to 8 per cent of their total revenue from own tax and non-tax revenue sources from 1992-93 to 1995-96. Thereafter the share of tax and non-tax revenue declined to 1.89 per cent in 1996-97 and 1.09 per cent in 1997-98. Within the own sources of revenue, tax on animals sold/purchased in the markets of Gram Panchayats provided substantial revenue. But the taxation

on animals did not provide steady revenue and it went down in subsequent years of 1995-96, 1996-97 and 1997-98.

Thus, the Gram Panchayats in U.P. were largely dependent upon grants-in-aid and such dependency was found to be increasing over the years. The JRY, IAY, RS etc. were the main programmes against which Gram Panchayats received most of their grants-in-aid from 1992-93 to 1997-98. The TFC grant since 1996-97 and SFC grant since 1997-98 contributed 12 to 15 per cent in the total revenue of Gram Panchayats in U.P.

3.6 REVENUE OF GRAM PANCHAYATS FROM DIFFERENT SOURCES:

The total revenue accrued to Gram Panchayats in U.P. came through different sources/departments. The major part was provided by the district administration including DRDA which contributed 91 to 98 per cent of total revenue from 1990-91 to 1995-96. Since 1996-97 to 1998-99, the revenue available from district administration declined substantially. The grant from the department of rural development was the second important source of revenue of Gram Panchayats. Its share in total revenue was 7.70 per cent in 1990-91 which declined to 3 per cent in 1995-96. But the TFC's grant given to Gram Panchayats through rural development department increased the share of rural development in the total revenue of Gram Panchayats substantially. Similarly, the amount devolved to Gram Panchayats on the basis of SFC's recommendation became the important source of revenue to Gram Panchayats in U.P. Its share in total revenue was 25.61 per cent in 1997-98 which increased to 28.58 per cent in 1998-99. It reflected here again that the Gram Panchayats in U.P. have meagre revenue generation from their own tax and non-tax sources. In Table III.5, sources of total revenue of Gram Panchayats in U.P. from 1990-91 to 1998-99 have been shown.

TABLE III.5: TOTAL REVENUE RECEIPTS OF THE GRAM PANCHAYATS IN U.P. FROM DIFFERENT SOURCES/AGENCIES: 1990-91 to 1998-99

| SOURCES | 1990-91 | 1991-92 | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 | 1998-99 |
|---|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| 1. Own Source | 33220 (0.64) | 34969 (0.84) | 38665 (0.91) | 52307 (0.92) | 48426 (0.89) | 40629 (0.63) | 23119 (0.43) | 38213 (0.52) | 41926 (0.50) |
| 2. State Government | - | - | - | - | - | - | - | 1876880 (25.61) | 2400000 (28.58) |
| 3. District Administration including DRDA | 3660514 (91.46) | 3851746 (92.94) | 4180559 (98.32) | 5564099 (98.21) | 5331966 (98.13) | 6173488 (96.37) | 3369879 (62.28) | 3127937 (42.69) | 3692005 (43.96) |
| 4. Rural Development | 308246 (7.70) | 257842 (6.22) | 32899 (0.77) | 49269 (0.87) | 53333 (0.98) | 181889 (3.00) | 2017685 (37.29) | 2285092 (31.18) | 2284260 (26.96) |
| TOTAL | 4001980 (100.00) | 4144557 (100.00) | 4251923 (100.00) | 5665675 (100.00) | 5433725 (100.00) | 6406006 (100.00) | 5410683 (200.00) | 7328122 (100.00) | 8398191 (100.00) |

Note: Figures in brackets indicate percentages.

Source: Department of Panchayati Raj, Government of U.P., Lucknow.

3.7 DEVOLUTION OF GRANTS-IN-AID AND SHARED TAXES:

The grants-in-aid have been the major source of revenue to the Gram Panchayats in U.P. The total amount which Gram Panchayats received as grants-in-aid was Rs.3968760 thousand in 1990-91 which increased to Rs.5956265 thousand in 1998-99. Despite this phenomenal growth in the quantum of revenue, the trend over the years has been quite unsteady as reflected from the Table III.6. It became evident that while the revenue of grants-in-aid experienced growth of only 3.55 per cent and 2.52 in 1991-92 and 1992-93 respectively as against previous years, it showed a growth of 33.23 in 1993-94 over 1992-93. It showed a negative growth of 4.06 per cent in 1994-95 while in next year, it registered a growth of 18 per cent. During the last three years of 1996-97, 1997-98 and 1998-99, the trend was fluctuating. As far the shared taxes are concerned, it is a new source of revenue to the Gram Panchayats because the Gram Panchayats in U.P. for the first time received the funds after the acceptance of SFCs recommendation of devolution of net proceeds of taxes to PRI's in U.P. The other point is to be noted that in grants-in-aid, share of general purpose grants have been relatively larger in total grants-in-aid revenue of Gram Panchayats. Thus, an account of erratic pattern of grants-in-aid, the State Finance Commission, therefore, recommended that present system of grants-in-aid to rural local bodies is to be done away with and more or less the same amount or somewhat more amount with assured annual compound growth rate be given to them by way of their share in the net proceeds of taxes, duties, tolls and fees liveable by the state government. This will enable the Gram Panchayats to know right in the beginning of each financial year what amount they will get by way of their share in net proceeds of state taxes etc. They can then plan their programme accordingly keeping in view also their own resources. It will be clear in their mind that this is what they will get from the State Government

and that the balance of their requirements have to be arranged by them through better enforcement and collection of their own tax and non-tax revenues and by better exploitation of their tax and non-tax potential.

TABLE III.6: DEVOLUTION OF GRANTS-IN-AID AND SHARED TAXES TO GRAM PANCHAYATS IN U.P.: 1990-91 TO 1997-98

(Rs. Thousand)

| YEAR | GRANTS-IN-AID | | SHARED TAXES | |
|---------|---------------|-------------------|--------------|-------------------|
| | Amount | Percentage Change | Amount | Percentage Change |
| 1990-91 | 3968760 | -- | -- | -- |
| 1991-92 | 4109588 | 3.55 | -- | -- |
| 1992-93 | 4213258 | 2.52 | -- | -- |
| 1993-94 | 5613368 | 33.23 | -- | -- |
| 1994-95 | 5385299 | -4.06 | -- | -- |
| 1995-96 | 6365377 | 18.20 | -- | -- |
| 1996-97 | 5387564 | -15.36 | -- | -- |
| 1997-98 | 5413029 | 0.47 | 1876880 | -- |
| 1998-99 | 5956265 | 10.04 | 2400000 | 27.87 |

Source: Department of Panchayati Raj, Government of U.P., Lucknow.

TABLE III.7 : PER CAPITA REVENUE OF GRAM PANCHAYATS IN U.P. 1990-91 TO 1997-98

| SOURCES | 1990-91 | 1991-92 | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|-------------------------------------|---------|---------|---------|---------|---------|---------|---------|---------|
| I. OWN TAX | | | | | | | | |
| (i) Surcharge on land Revenue | 0.39 | 0.31 | 0.33 | 0.44 | 0.40 | 0.33 | 0.18 | 0.29 |
| 2. SHARED REVENUE | | | | | | | | |
| (i) State Finance Commission | -- | -- | -- | -- | -- | -- | -- | 14.37 |
| 3. GRANTS-IN-AID FROM STATE | | | | | | | | |
| (i) General Purpose Grant | 2.51 | 2.10 | -- | -- | -- | 0.80 | -- | -- |
| (ii) Specific Purpose Grant | 0.01 | 0.01 | 0.01 | 0.01 | 0.01 | 0.01 | 0.01 | -- |
| (iii) Grant for Development Purpose | 0.25 | 0.15 | 0.27 | 0.40 | 0.40 | 0.73 | 3.89 | 2.79 |
| 4. TFC Grants | -- | -- | -- | -- | -- | -- | 11.89 | 11.63 |
| 5. Centrally Sponsored Scheme | 32.83 | 33.77 | 35.83 | 46.62 | 43.71 | 49.44 | 26.38 | 27.01 |
| TOTAL | 35.89 | 36.34 | 36.44 | 47.47 | 44.51 | 51.30 | 42.36 | 56.09 |

Source: Based on Table III.4.

3.8 PER CAPITA REVENUE OF GRAM PANCHAYATS:

The per capita revenue of Gram Panchayats in U.P. from different sources was calculated which has been presented in Table III.7. The table revealed that Rs.36/- per capita was the revenue of Gram Panchayats from all sources in the years 1990-91, 1991-92 and 1992-93. It varied between Rs.47/- to Rs.45/- in 1993-94 and 1995-95 respectively. It increased to Rs.51/- in 1995-96 but declined to Rs.42/- in 1996-97. The per capita income became highest i.e., Rs.56/- in 1997-98 and this increase could come due to SFC recommended devolution of funds. As per the pattern of revenue generation, the per capita revenue from own sources always remained less than Rs.1/- during the years 1990-91 to 1997-98. The per capita income from the centrally sponsored schemes was highest. It also reflected that in the year 1997-98 when SFC recommended funds were provided and TFC grant was given to Gram Panchayats in U.P., the per capita availability of revenue improved significantly.

3.9 PER CAPITA REVENUE OF SAMPLE GRAM PANCHAYATS:

The total per capita revenue of Mavikhurd Gram Panchayat in Saharanpur district was Rs.104/- in 1992-93 which increased to Rs.180/- in 1997-98. But this increase was not continuous and there were years in which per capita revenue declined than the previous year like 1993-94, 1996-97 and 1997-98. The per capita revenue in this Gram Panchayat showed an annual increase of around 12 per cent during the period. The lowest per capita revenue of less than Rs.1/- was from own tax and non-tax sources. The highest per capita revenue of Rs.103/- to Rs.179/- could be available from various type of grants

made available to this Gram Panchayat. Among different schemes under which grants were available, Rs.56/- to Rs.109/- per capita was the revenue under IAY in 1992 and 1997-98 respectively. The per capita revenue of around Rs.30/- was under JRY scheme. The TFC and SFC Grants also provided per capita revenue of Rs.14/- The NWAY and RS also had per capita revenue of Rs.5/- to Rs.1/- during the period of 1992-93 - 1997-98 respectively.

In Mankamau Gram Panchayat, per capita revenue was Rs.216/- in 1992-93 which increased to Rs.393/- in 1997-98, showing an annual growth of 14 per cent during the period. Though the growth has not been steady and there are years in which growth swung down. The availability of per capita revenue from own sources in this Gram Panchayat was highest i.e., Rs.27/- in 1992-93 to Rs.31/- in 1995-96. During the last two years, the per capita revenue from own sources declined to Rs.5/- because of the decline in revenue obtained from tax on animals. In this Gram Panchayat, highest per capita revenue of Rs.189/- to Rs.387/- could be available from various grants.

In the remaining sample Gram Panchayats of Salempur and Sherpur, per capita revenue from own sources has been comparative lower than in other Gram Panchayats. Similarly, per capita grants and total revenue were also lower.

On the whole, Gram Panchayats of Saharanpur district had per capita income of Rs.109/- in 1992-93 which increased to Rs.195/- in 1997-98 indicating a simple annual growth of around 13 per cent during the period. The per capita income from surcharge on land revenue was less than Rs.1/- in the years 1992-93 to 1997-98 and it showed a declining trend. The other source of revenue was from the tax on animals which yielded per capita income of Rs.9/- in 1992-93 to Rs.10/- in 1995-96. However in subsequent

years, the per capita revenue from this source declined considerably. Thus, the capita revenue from own tax and non-tax sources was Rs.9/- in 1992-93 which increased to only 10/- in 1997-98. Lately it came down to less than Rs.2/-. The grants-in-aid provided highest per capita income of Rs.100/- in 1992-93 which increased to Rs.193/- In 1997-98. The JRY, IAY and RS have been the major schemes under which per capita availability of revenue was larger as against other schemes. The SFC and TFC also provided per capita revenue of around Rs.10/- to Rs.12/- to Gram Panchayats in Saharanpur district. The per capita revenue from 1992-93 to 1997-98 from own tax and non-tax sources and grants-in-aid have been presented in Annexure VI and VII.

The per capita revenue in sample Gram panchayats of Sultanpur district was comparatively lower in comparison with the Gram Panchayats of Saharanpur district. In Kutta Suhagpur and Lohgi Gram Panchayats of Sultanpur district, Grants under JRY provided per capita revenue of Rs.30/- to Rs.40/-. The SFC and TFC grants also provided per capita revenue of Rs.12/- to Rs.14/-. The Babhangaon Gram Panchayat received Rs.31/- to Rs.41/- per capita under the Sunishchit Rozgar Yojana during 1992-93 to 1997-98. JRY provided per capita revenue of Rs.14/- to Rs.33/-. Within the own source of tax revenue, only surcharge on land revenue provided less than Rs.0.50/- per capita during the period. In Bansi Gram Panchayat, per capita revenue available from taxes and grants revealed the same pattern except that the per capita revenue from own tax and non-tax sources was Rs.5/- in 1992-93 which increased to Rs.7/- in 1993-94 but declined to Rs.2/- in 1997-98. In Annexure VIII Gram Panchayat-wise per capita revenue available from different sources during the years 1992-93 to 1997-98 has been shown.

In Annexure IX, the per capita revenue of all sample Gram Panchayats of Sultanpur district was worked out to assess the per capita revenue of Gram Panchayats in Sultanpur district. It became evident that Rs.50/- was the per

capita revenue of Gram Panchayats in Sultanpur district in 1992-93 which increased to Rs.79/- in 1997-98. From own tax and non-tax sources, Rs.2/- to Rs.0.5 was the per capita revenue while Rs.48/- to Rs.78/- per capita could be available from various grants.

Thus, the Gram Panchayats in U.P. received Rs.86/- per capita revenue in 1992-93 from all sources which went upto Rs.153/- in 1997-98, indicating an annual growth of 9 per cent during the period. The per capita revenue from tax and non-tax sources indicated a declining trend from less than Rs.1/- in 1992-93 to Rs.0.16/- in 1997-98. However, per capita revenue from grants shows increasing trend from Rs.80/- in 1992-93 to Rs.151/- in 1997-98 except in the year 1994-95 in which per capita revenue declined than the previous year. The Gram panchayats in U.P. received Rs.30/- to Rs.35/- per capita under JRY, Rs.14/- to Rs.24/- under IAY, Rs.10 to Rs.51 under RS, Rs.7/- to Rs.10/- under Sunishchit Rozgar Yojna and Rs.6/- to Rs.8/- under the NWAY. The TFC grant provided a per capita income of Rs.12/- in 1996-97 which increased to Rs.17/- in 1997-98. The SFC grant also provided Rs.11/- per capita in 1997-98 to the Gram Panchayats in U.P. In Annexure X, the per capita revenue of Gram Panchayats in U.P. has been shown.

3.10 EXPENDITURE OF GRAM PANCHAYATS:

The Gram Panchayats in U.P. made a total expenditure to the tune of Rs.4025580 thousand in 1990-91 which increased to Rs.7833842 thousand in 1997-98 showing a simple growth of around 12 per cent per annum. Such increase could be possible by substantial contributions received from TFC and SFC grants. On the whole, a review of the growth in expenditure pattern since 1990-91 to 1996-97 indicated that like revenue as observed in preceeding section, the expenditure did not demonstrate any significant growth

over the years except in 1993-94, when expenditure increased by 33 per cent over the previous year. The centrally sponsored schemes were the major items of expenditure on which Gram Panchayats spent 91 to 97 per cent of total expenditure since 1990-91 to 1995-96. The situation, somewhat changed in 1996-97 and 1997-98 when Gram Panchayats received TFC and SFC funds. All this showed that the expenditure pattern of Gram Panchayats in U.P. after the 73rd amendment has changed and Gram Panchayats could spend the TFC and SFC funds on untied developmental items. In Table III.8, the pattern of expenditure of Gram Panchayats from 1990-91 to 1997-98 has been shown.

3.11 EXPENDITURE BY SAMPLE GRAM PANCHAYATS:

It has come out in the previous section that Gram Panchayats in U.P. are increasingly becoming dependent upon programme specific grants-in-aid of the government. As a result, their expenditure has also been tied to different programmes/schemes. In Annexure-XI, the expenditure pattern of sample Gram Panchayats of Saharanpur district has been presented.

In Mavikhurd Gram Panchayat of Saharanpur district, 41 to 49 per cent of total expenditure was made on rural sanitation during the years 1992-93 to 1995-96. In 1996-97 and 1997-98, expenditure on this item declined to only 4 per cent. IAY was the second important scheme of expenditure on which 32 per cent of total expenditure was made in 1992-93 which increased to 64 per cent in 1997-98. The JRY, NWAY and DWS were the remaining schemes of expenditure in Mavikhurd Gram Panchayat.

In Mankamau Gram Panchayat, largest expenditure was incurred on rural sanitation in 1992-93 but in subsequent years it declined. JRY, IAY, NWAY

and DWS were the other programmes of expenditure. In Sherpur and Salempur Gram Panchayats, JRY, IWY and NAWY have been the major schemes of expenditure. If the growth in expenditure over the years is examined, it becomes evident that two Gram Panchayats of Mankamau and Sherpur experienced negative annual growth in their expenditure during the period 1992-93 to 1997-98 while the total expenditure of Mavikhurd and Salampur Gram Panchayats showed annual growth of 1.55 per cent and 15.93 respectively.

The expenditure of all the four sample Gram Panchayats was added up in Annexure XII to get the expenditure pattern of Gram Panchayats in Saharanpur district. It reflected that 29.13 per cent of total expenditure on JRY, 17.99 per cent on IWY, 8.21 per cent on NWAY, 5.63 per cent on DWS and 0.39 per cent on RS was spent in 1992-93. In subsequent years, the similar pattern of expenditure continued with minor changes in shares of different schemes. The overall growth in the expenditure of Gram Panchayats in Saharanpur district did not show positive change rather it declined by 1.14 per cent per annum during the period 1992-93 to 1997-98.

Among the sample Gram Panchayats of Sultanpur district, Kutta Suhagpur, Lohgi and Babhangaon made major part of their expenditure on JRY and remaining on DWS. The Banshi Gram Panchayat made less than half of its expenditure on JRY, following by Sunishchit Rozgar Yojana and construction/maintenance roads. The total expenditure of Kutta Suhagpur, Lohgi, Babhangaon and Banshi Gram Panchayats showed the annual growth of 7 per cent, 5 per cent, 19 per cent and 13 per cent respectively. In Annexure XIII, sample Gram Panchayat-wise expenditure has been presented.

The expenditure on different schemes from 1992-93 to 1997-98 of each of the sample Gram Panchayats was added in Annexure XIV to obtain a general

expenditure pattern of Gram Panchayats in Sultanpur district. The Annexure XIV indicated that around 51 to 61 per cent of total expenditure was made on JRY, followed by 28 to 32 per cent on DWS, 15 per cent of Sunishchit Rozgar Yojana and less than 1 per cent on construction/maintenance of roads. The Gram Panchayats of the district experienced an annual growth of around 11 per cent during the period 1992-93 to 1997-98.

By combining the expenditure of Gram Panchayats of Saharanpur and Sultanpur district, the expenditure pattern of Gram Panchayats in U.P. was arrived at in Annexure XV. It became evident that JRY has been the main item of expenditure on which 31 per cent to 40 per cent of total expenditure was made by Gram Panchayats in U.P. during 1992-93 to 1997-98. RS has been the second important scheme of expenditure on which 19 to 31 per cent was spent upto 1995-96. In 1996-97 and 1997-98, the expenditure on RS declined to 4 per cent. On IAY, Gram Panchayats in U.P. spent 14 per cent in 1992-93, 22 per cent in 1993-94, 17 per cent in 1994-95, 19 per cent in 1995-96 and it declined to 5 per cent in 1996-97 and 1997-98 of the total expenditure. The Gram Panchayats spent 11 per cent of their total expenditure on DWS in 1992-93 which increased to 19 per cent in 1997-98. On Sunishchit Rozgar Yojna and construction/maintenance of roads, less than 5 per cent and less than one per cent respectively was spent during the period considered here. The total expenditure of Gram Panchayats in U.P. showed a simple annual growth of only 1.51 per cent during 1992-93 to 1997-98.

TABLE III.8 : EXPENDITURE OF GRAM PANCHAYATS IN U.P.: 1990-91 TO 1997-98

| ITEMS | 1990-91 | | 1991-92 | | 1992-93 | | 1993-94 | |
|---|--------------------|----|--------------------|--------|--------------------|--------|--------------------|--------|
| | AM | PC | AM | PC | AM | PC | AM | PC |
| I. GENERAL ADMINISTRATION | | | | | | | | |
| (i) Salary of Staff | 1869 (0.05) | -- | 1828 (0.04) | -2.19 | 2306 (0.05) | 26.15 | 2522 (0.04) | 9.37 |
| (ii) Maintenance of Assets and others | 31351 (0.78) | -- | 33141 (0.79) | 5.71 | 36359 (0.84) | 9.71 | 49785 (0.87) | 36.93 |
| 2. EXPENDITURE ON OBLIGATORY SERVICES | | | | | | | | |
| (i) Street Lighting | 23600 (0.59) | -- | 30700 (0.74) | 30.04 | 63300 (1.47) | 106.19 | 65300 (1.14) | 3.16 |
| (ii) Sanitation | -- | -- | -- | -- | -- | -- | -- | -- |
| 3. EXPENDITURE ON DEVELOPMENT GRANTS | | | | | | | | |
| (i) Grants from State Govt. | 307296 (7.63) | -- | 257225 (6.16) | -16.29 | 30999 (0.72) | -87.95 | 47744 (0.83) | 54.02 |
| (ii) Grants for Centrally sponsored schemes | 3660514 (90.93) | -- | 3851746 (92.26) | 5.22 | 4180559 (96.88) | 8.54 | 5564099 (97.09) | 33.09 |
| (iii) TFC Grants | -- | -- | -- | -- | -- | -- | -- | -- |
| (iv) Grants of office bearers | 950 (0.02) | -- | 617 (0.01) | -35.05 | 1700 (0.04) | 175.53 | 1525 (0.03) | -10.29 |
| 5. Centrally Sponsored Sche | | | | | | | | |
| TOTAL | 4025580 | -- | 4175257 | 3.72 | 4315223 | 3.35 | 5730975 | 32.81 |

Contd....

Table 4.8 Contd..

| ITEMS | 1994-95 | | 1995-96 | | 1996-97 | | 1997-98 | |
|---|--------------------|--------|--------------------|--------|--------------------|--------|--------------------|--------|
| | AM | PC | AM | PC | AM | PC | AM | PC |
| I. GENERAL ADMINISTRATION | | | | | | | | |
| (i) Salary of Staff | 2751 (0.05) | 9.08 | 3536 (0.05) | 28.53 | 3956 (0.07) | 11.88 | 4322 (0.06) | 9.25 |
| (ii) Maintenance of Assets and Others | 45675 (0.83) | -8.25 | 37093 (0.57) | -18.79 | 19163 (0.35) | -48.34 | 33891 (0.43) | 76.86 |
| 2. EXPENDITURE ON OBLIGATORY SERVICES | | | | | | | | |
| (i) Street Lighting | 67300 (1.23) | 3.06 | 69300 (1.07) | 2.97 | 77000 (1.40) | 11.11 | 108400 (1.38) | 40.78 |
| (ii) Sanitation | -- | -- | -- | -- | -- | -- | 397644 (5.07) | -- |
| 3. EXPENDITURE ON DEVELOPMENT GRANTS | | | | | | | | |
| (i) Grants from State Govt. | 48598 (0.88) | 1.79 | 190561 (2.94) | 292.12 | 497357 (9.07) | 160.10 | 364484 (4.65) | -26.71 |
| (ii) Grants for Centrally Sponsored Schemes | 5331965 (96.99) | -4.17 | 6173488 (95.34) | 15.78 | 3369879 (61.41) | -45.41 | 3525581 (45.02) | 4.62 |
| (iii) TFC Grants | -- | -- | -- | -- | 1519040 (27.68) | -- | 1519040 (19.39) | -- |
| (iv) Grants devolved undr SFC | -- | -- | -- | -- | -- | -- | 1876880 (23.96) | -- |
| 4. Training of office bearers | 1135 (0.03) | -25.57 | 1328 | 17.00 | 1288 (0.02) | 3.01 | 3600 (0.04) | 179.50 |
| TOTAL | 5497424 | -4.08 | 6475306 | 17.79 | 5487683 | -15.25 | 7436198 | 42.75 |

Note: AM = Amount in Rs. thousand
PC = Percentage change

Figures in brackets indicate percentage.

Source: Directorate of Panchayati Raj, Government of U.P., Lucknow.

3.12 EXPENDITURE ON VARIOUS FUNCTIONS:

The expenditure incurred by the Gram Panchayats in U.P. on performing various functions from 1990-91 to 1997-98 was obtained from the Department of Panchayati Raj, Government of U.P. and shown in Table III.9. It is evident from the table that Gram Panchayats made expenditure on thirteen (13) activities besides grant available equivalent to land revenue and funds devolved under SFC recommendations and TFC grants were united which provided free hand to Gram Panchayats to spent the amount on various activities according to their own priorities and needs. The works done under the Jawahar Rozgar Yojna (JRY) were the most important on which Gram Panchayats spent 91 to 97 per cent of their total expenditure from 1990-91 to 1995-96. Thereafter, it declined to 61 per cent in 1996-97 and 42 per cent in 1997-98. The expenditure on street lighting was the next important item of expenditure on which around one per cent plus was spent. In 1996-97, expenditure structure somewhat changed then the earlier pattern because of TFC grant. In this year, Gram Panchayats spent 61.41 per cent on JRY works, 6.33 per cent on construction of Panchayat Bhawans, 2.67 per cent on village pavements and drainages and 27.68 per cent on activities sanctioned under TFC grant. On all other activities, less than one per cent of total expenditure was made. In the subsequent year of 1997-98, the same pattern of expenditure was evident. In this year, 25.24 per cent of total expenditure was also made on the activities approved under SFC grants. In this way, the pattern of expenditure on various functions made by the Gram Panchayats in U.P. suggested that grants given for tied activities like JRY works remained the major activities on which most of the expenditure was being made. The TFC grant in 1996-97 and SFC grant in 1997-98 have improved the financial position of Gram Panchayats in U.P. and have provided considerable leverage in selection of activities on the basis of their priorities and felt needs to make expenditure on them.

TABLE III.9 : EXPENDITURE ON VARIOUS FUNCTIONS BY GRAM PANCHAYATS IN U.P.: 1990-91 TO 1997-98

(In Thousand)

| FUNCTIONS | 1990-91 | 1991-92 | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|---|-----------------------------|-----------------------------|-----------------------------|-----------------------------|-----------------------------|-----------------------------|-----------------------------|-----------------------------|
| 1. Salary and other Emoluments of staff | 1869 (0.5) | 1828 (0.04) | 2306 (0.05) | 2522 (0.04) | 2751 (0.05) | 3536 (0.05) | 3956 (0.07) | 4322 (0.06) |
| 2. General Administration | 950 (0.02) | 617 (0.01) | 1700 (0.04) | 1525 (0.03) | 1135 (0.02) | 1328 (0.02) | 1288 (0.02) | 3600 (0.05) |
| 3. Village Pavements & Drainage | 21124 (0.52) | Nil | 15968 (0.37) | 17025 (0.30) | 15389 (0.28) | 55487 (0.86) | 146641 (2.67) | 231664 (3.11) |
| 4. Construction of Panchayat Bhawan | 5668 (0.14) | 13980 (0.33) | 11717 (0.27) | 27929 (0.49) | 29190 (0.53) | 33751 (0.52) | 347334 (6.33) | 132457 (1.78) |
| 5. Upgradation of Rural Markets | Nil | Nil | 384 (0.01) | 604 (0.01) | 2298 (0.04) | 27 (0.01) | 27 (0.01) | 27 (0.01) |
| 6. Incentive Village Panchayats to Generation of Income | 744 (0.02) | 660 (0.02) | 670 (0.02) | 696 (0.01) | 684 | 696 (0.01) | 660 (0.01) | 96 (0.01) |
| 7. Residential Houses for Gram Panchayat Adhikaries | Nil | Nil | 88 (0.01) | Nil | Nil | 1100 (0.02) | 2695 (0.05) | 240 (0.01) |
| 8. Workshop of Panchayat Udyog | 180 (0.01) | 2790 (0.07) | 1980 (0.04) | 1440 (0.03) | 1037 (0.02) | Nil | Nil | Nil |
| 9. Managerial Assistannce of Panchayat Udyog | 70 (0.01) | 40 (0.01) | 192 (0.01) | 50 (0.01) | Nil | Nil | Nil | Nil |
| 10. Sanitation | Nil | Nil | Nil | Nil | Nil | Nil | Nil | 397644 (5.34) |
| 11. Tenth Finance Commission | Nil | Nil | Nil | Nil | Nil | Nil | 1519040 (27.68) | 1519040 (20.42) |
| 12. Work done under Jawahar Rojgar Yojana | 360514 (90.93) | 3851746 (95.25) | 4180559 (96.87) | 5564099 (97.08) | 5331965 (96.99) | 6173488 (95.33) | 3369879 (61.41) | 3127937 (42.06) |
| 13. Street Light | 23600 (0.58) | 30700 (0.74) | 63300 (1.47) | 65300 (1.13) | 67300 (1.22) | 69300 (1.07) | 77000 (1.40) | 108400 (1.46) |
| 14. Community Assets & Others | 31351 (0.78) | 33141 (0.79) | 36359 (0.84) | 49785 (0.87) | 45675 (0.84) | 37093 (0.57) | 19163 (0.35) | 33891 (0.45) |
| 15. Grants Equivalent to Long Revenue | 279510 (6.94) | 239755 (0.74) | Nil | Nil | Nil | 99500 (1.54) | Nil | Nil |
| 16. Funds Devolved Under SFC | Nil | Nil | Nil | Nil | Nil | Nil | Nil | 1876880 |
| TOTAL | 4025580 (100.00) | 4175257 (100.00) | 4315223 (100.00) | 5730975 (100.00) | 5497424 (100.00) | 6475306 (100.00) | 5487683 (100.00) | 7436198 (100.00) |

Source: Department of Panchayati Raj, Government of U.P., Lucknow

3.13 PER CAPITA EXPENDITURE OF GRAM PANCHAYATS:

The per capita expenditure of Gram Panchayats in U.P. which was Rs.36.10 in 1990-91 showed increasing trend to Rs.56.91 in 1997-98 except in two years of 1994-95 and 1996-97 when it became lower than the preceeding years. The per capita expenditure on general administration and obligatory services remained less than Rs.1/- in all the years considered here. Only the per capita expenditure on centrally planned schemes was largest. In general, the per capita expenditure is just only Rs.57/- in 1997-98 which is highest in all the years considered but it is very meagre amount which is less than to hire a unskilled labourer for two days. With this meagre per capita expenditure, what development works Gram Panchayats can do in U.P. Therefore, recommendations of the State Finance Commission to augment the resources of Gram Panchayats in U.P. need immediate consideration of the government. In Table III.10, per capita expenditure by Gram Panchayats in U.P. on different items from 1990-91 to 1997-98 has been shown.

3.14 PER CAPITA EXPENDITURE OF SAMPLE GRAM PANCHAYATS:

The per capita expenditure by the sample gram panchayats of Saharanpur district on different programmes/schemes were worked out and placed in Annexure XVI.

It became evident that the Mavikhurd Gram Panchayat of Saharanpur district made total per capita expenditure of Rs.175/- in 1992-93 which declined to Rs.169/- in 1997-98. In this Gram Panchayat, highest per capita expenditure of Rs.72/- was made on RS in 1992-93 which increased to Rs.92/- in 1995-96. However in subsequent years of 1996-97 and 1997-98, it

declined to Rs.7/- only. The other important scheme was IAY on which Rs.56/- to Rs.109/- was spent during the period 1992-93 to 1997-98. Under JRY, Rs.17/- to Rs.30/- was spent. On other schemes like DWS and NWAY Rs.6/- to Rs.15/- was the per capita expenditure. The per capita expenditure made by this Gram Panchayat under all schemes showed a fluctuating trend.

In Gram Panchayat of Mankamau, total per capita expenditure varied from Rs.203/- in 1992-93 to Rs.150/- in 1993-94. In this Gram Panchayat, highest per capita expenditure of Rs.47/- to Rs.69/- was made on JRY related works. Under all scheme, the per capita expenditures in this Gram Panchayat were comparatively lower than the Gram Panchayat of Mavikhurd.

The per capita expenditures in Sherpur and Salempur Gram Panchayats were relatively lower on all schemes than the other sample Gram Panchayats.

The per capita expenditure of all four sample Gram Panchayats of Saharanpur district considered together indicated that Rs.127/- was the total per capita expenditure in 1992-93 which decreased to Rs.110/- in 1997-98 as evident in Annexure XVII. It also reflected that Gram Panchayats of Saharanpur district made a lowest per capita expenditure of Rs.7/- and highest per capita expenditure of Rs.50/- under different schemes during 1992-93 to 1997-98.

The per capita expenditure by the sample Gram Panchayats of Sultanpur district was worked out in Annexure XVIII. It became evident that the per capita expenditure by the sample Gram Panchayats of Sultanpur district was comparatively lower than the sample Gram Panchayats of Saharanpur district. All the four sample Gram Panchayats of Sultanpur district made per capita expenditure of less than Rs.100/- except during years of 1994-95, 1996-97 and 1997-98 in Bansi Gram Panchayat where per capita expenditure reached

TABLE III.10: PER CAPITA EXPENDITURE OF GRAM PANCHAYATS IN U.P.: 1990-91 TO 1997-98

| ITEMS | 1990-91 | 1991-92 | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|--|---------|---------|---------|---------|---------|---------|---------|---------|
| 1. GENERAL ADMINISTRATION | | | | | | | | |
| (i) Salary of staff | 0.02 | 0.02 | 0.02 | 0.02 | 0.02 | 0.03 | 0.03 | 0.03 |
| (ii) Maintenance of Assets and others | 0.28 | 0.29 | 0.31 | 0.42 | 0.37 | 0.30 | 0.15 | 0.26 |
| 2. EXPENDITURE ON OBLIGATORY SERVICES | | | | | | | | |
| (i) Street Lighting | 0.21 | 0.27 | 0.54 | 10.55 | 0.55 | 0.55 | 0.60 | 0.83 |
| (ii) Sanitation | -- | -- | -- | -- | -- | -- | -- | -- |
| 3. EXPENDITURE ON DEVELOPMENT GRANTS | | | | | | | | |
| (i) Grants from State Government | 2.76 | 2.26 | 0.27 | 0.40 | 0.409 | 1.53 | 3.89 | 2.79 |
| (ii) Grants from Centrally Sponsored Schemes | 32.83 | 33.77 | 35.83 | 46.62 | 43.68 | 49.44 | 26.38 | 26.98 |
| (iii) TFC Grants | -- | -- | -- | -- | -- | -- | 11.89 | 11.63 |
| (iv) Grants devolved under SFC | -- | -- | -- | -- | -- | -- | -- | 14.37 |
| 4. TRAINING OF OFFICE BEARERS | 0.01 | 0.01 | 0.01 | 0.01 | 0.01 | 0.01 | 0.01 | 0.03 |
| TOTAL | 36.10 | 36.61 | 36.99 | 48.02 | 45.03 | 51.86 | 42.96 | 56.91 |

Source: Directorate of Panchayati Raj, Government of U.P., Lucknow.

to Rs.142/-. The per capita expenditures on DWS and JRY were also comparatively lower in Sultanpur district than the Gram Panchayats of Saharanpur district.

Thus, all the four sample Gram Panchayats of Sultanpur district taken together as evident from Annexure XIX made a total per capita expenditure of Rs.55/- in 1992-93 which increased to Rs.81/- in 1997-98. Rs.15/- to Rs.28/- Rs.28 to Rs.41/- and Rs.1/- to Rs.12/- was the per capita expenditures by the Gram Panchayats of Sultanpur district on DWS, JRY and Sunishchit Rozgar Yojana.

The expenditures of Gram Panchayats of Saharanpur and Sultanpur districts were added up to calculate the per capita expenditures of Gram Panchayats in U.P. and shown in Annexure XX. It is evident that Rs.84/- to Rs.99/- was the total per capita expenditure of Gram Panchayats in U.P. during the period 1992-93 to 1997-98. If the per capita expenditures incurred on different schemes are examined over the year, it became evident that less than Rs.1/- to Rs.35/- per capita were spent on different schemes during the period 1992-93 to 1997-98.

3.15 REVENUE AND EXPENDITURE GAP:

The data furnished by the Department of Panchayati Raj, Government of U.P. regarding income and expenditure of Gram Panchayats in U.P. showed that there is mismatch between the two, as Gram Panchayats have made a slightly higher expenditure over their income during all the years from 1990-91 to 1997-98 as reflected from Table III.11.

The scrutiny of different items on which Gram Panchayats made expenditure as given in Table III.7 revealed that there is one function i.e.,

street lighting, on which some gram panchayats are making expenditure even today though they are not receiving any grant from the state for this function. The State Finance Commission observed that grants for maintenance of public lamp posts in villages, routed through the Department of Rural Development have been discontinued over the years.* This expenditure which is reported to be still made by few Gram Panchayats on street lighting has increased expenditure over income during all the years considered here. The State Finance Commission has also examined the income-expenditure pattern of Gram Panchayats in U.P. The Commission could obtain income data in case of 7344 Gram Panchayats and expenditure data of 7000 Gram Panchayats out of the total 58605 Gram Panchayats of the state, that too from 24 districts out of 68 districts**. With this limited data, the SFC found the surplus of income over expenditure of Gram Panchayats in U.P. and based on this, projected the future income-expenditure scenario of Gram Panchayats in U.P. The SFC data related with 7344 Gram Panchayats also showed income of Gram Panchayats from non-tax sources while the data provided to us by the Department of Panchayati Raj, Government of U.P., Lucknow shows no such income from 1990-91 to 1997-98 from non-tax sources. Therefore all such discrepancies between our analysis and SFC's are there. We feel that SFC's analysis has been based on the data of few Gram Panchayats which supplied information to SFC directly. In our case, the Department of Panchayati Raj has provided income-expenditure data of all the 58605 Gram Panchayats of U.P. Therefore, our analysis seems to be logically superior to the SFC interpretation of income-expenditure pattern of Gram Panchayats in U.P.

*State Finance Commission (Panchayati Raj and Urban Local Bodies), Uttar Pradesh, Interim Report, December, 1995, p. 82.

**State Finance Commission (Panchayati Raj and local bodies), Uttar Pradesh, Final Report, Vol. 1, December, 1996, pp. 262-265.

TABLE III.11: TOTAL REVENUE AND TOTAL EXPENDITURE OF GRAM PANCHAYATS IN U.P.: 1990-91 TO 1997-98

| YEAR | Total Revenue | Total Expenditure | Surplus (+), Deficit (-) (Revenue - Expenditure) |
|---------|---------------|-------------------|---|
| 1990-91 | 4001980 | 4025580 | - 23600 |
| 1991-92 | 4144557 | 4175257 | - 30700 |
| 1992-93 | 4251923 | 4315223 | - 63300 |
| 1993-94 | 5665675 | 5730975 | - 65300 |
| 1994-95 | 5433725 | 5497424 | - 63699 |
| 1995-96 | 6406006 | 6475306 | - 69300 |
| 1996-97 | 5410683 | 5487683 | - 77000 |
| 1997-98 | 7328122 | 7833842 | -505720 |

Source: Based on tables III.3 and III.7

3.16 REVENUE AND EXPENDITURE GAP IN SAMPLE GRAM PANCHAYATS:

The total expenditures made by the sample Gram Panchayats in different years were subtracted from their total revenue to arrive at the surplus or deficit position of sample Gram Panchayats.

As evident in Table III.12, the Mavikhurd Gram Panchayat of Saharanpur district had deficit of revenue in initial three years while it had surplus in last three years. The Mankamau and Sherpur Gram Panchayat of the district were having surplus revenue since 1992-93 to 1997-98. The Salempur Gram Panchayat had revenue deficit in 1992-93 to 1997-98.

The Kutta Suhagpur Gram Panchayat of Sultanpur district had revenue deficit from 1992-93 to 1997-98. The Lohgi and Bansi Gram Panchayats of the district had revenue deficit during all the years except the Lohgi Gram Panchayat in 1997-98 and Bansi in 1995-96 had surplus of revenue over expenditure. In Table III.13, surplus and deficit status of sample gram panchayats of Sultanpur district has been shown.

The year-wise revenue and expenditure data of sample Gram Panchayats of Saharanpur and Sultanpur districts were analysed to get the surplus or deficit position of Gram Panchayats in each district and U.P. and shown in Table III.14. It became evident from the table that the Gram Panchayats of Saharanpur district which is one of the economically developed districts of U.P. has surplus revenue i.e., surplus over expenditure in all the years except in 1992-93 and 1994-95 while the Gram Panchayats of Sultanpur district had deficit in all the years from 1992-93 to 1997-98. On the whole, Gram Panchayats of U.P. had surplus revenue during the period except in the years 1992-93 and 1994-95. These finds are contrary to the findings in earlier section in which revenue expenditure data indicated the revenue deficit of Gram Panchayats in U.P. from 1990-91 to 1997-98. The findings in this section is similar to the findings of State Finance Commission which has observed that Gram Panchayats had surplus of revenue after meeting all expenditures. A close scrutiny of our macro and micro situation and SFC analysis revealed the fact that if the revenue-expenditure of few sample Gram Panchayats are analysed, there are greater possibility of getting the surplus position of Gram Panchayats in U.P. However, if situation is analysed taking data of all the Gram Panchayats of U.P., it is sure to reveal that Gram Panchayats in U.P. have deficit finance during all the years.

TABLE III.12 : STATEMENT SHOWING SURPLUS (+) AND DEFICIT (-) OF REVENUE IN SAMPLE GRAM PANCHAYATS OF SAHARANPUR DISTRICT: 1992-93 TO 1993 TO 1997-98

| | Mavikhurd | Mankamau | Salempur | Sherpur |
|---------|-----------|----------|----------|---------|
| 1992-93 | -125636 | 28994 | -88342 | 619010 |
| 1993-94 | -138413 | 161719 | -110480 | 96900 |
| 1994-95 | -160568 | 129744 | -109004 | 109694 |
| 1995-96 | 87182 | 56892 | -214929 | 23943 |
| 1996-97 | 5382 | 18056 | -34589 | 38811 |
| 1997-98 | 22432 | 640534 | -25974 | 35531 |

Source: Based on Primary Data.

TABLE III.13 : STATEMENT SHOWING SURPLUS (+) AND DEFICIT (-) OF REVENUE IN SAMPLE GRAM PANCHAYATS OF SULTANPUR DISTRICT: 1992-93 TO 1993 TO 1997-98

| | Kutta-Suhagpur | Lohagi | Babhan Gaon | Bansi |
|---------|----------------|--------|-------------|--------|
| 1992-93 | -15000 | -10000 | 15980 | -13500 |
| 1993-94 | -5010 | -12000 | 16980 | -13500 |
| 1994-95 | -29505 | -15000 | 19120 | -20200 |
| 1995-96 | -25000 | -17000 | 20974 | 19600 |
| 1996-97 | -17350 | -3625 | 38414 | -63850 |
| 1997-98 | -8050 | 10000 | 56738 | -67850 |

Source: Based on Primary Data.

TABLE III.14 : STATEMENT SHOWING SURPLUS (+) AND DEFICIT (-) OF GRAM PANCHAYATS IN SAHARANPUR AND SULTANPUR DISTRICTS AND U.P.

| Year | Saharanpur | Sultanpur | U.P. |
|---------|------------|-----------|---------|
| 1992-93 | -123074 | -22520 | -145594 |
| 1993-94 | 9726 | -3510 | 6216 |
| 1994-95 | -30134 | -45585 | -75719 |
| 1995-96 | 123088 | -1426 | 121662 |
| 1996-97 | 75460 | -46411 | 29049 |
| 1997-98 | 672523 | -9162 | 663361 |

Source: Based on Table III.12 and III.13.

CHAPTER IV

REVENUE MOBILISATION, FINANCIAL DEVOLUTION AND EXPENDITURE BY KSHETTRA AND ZILA PANCHAYATS IN U.P.

4.1 TAX AND NON-TAX POWERS OF KSHETTRA PANCHAYATS:

Kshettra panchayats have been recognised as the hub of development administration in U.P. since 1950. This middle tier in PRI structure was given statutory status after the enactment of Uttar Pradesh Kshettra Panchayats and Zila Panchayats Adhiniyam, 1961. The Kshettra Samiti was conceived as a unit to co-ordinate and implement different developmental programmes within its area under section 131-A of U.P. Kshettra Panchayats and Zila Panchayats Adhiniyam, 1961.

With the enforcement of 73rd amendment to the Constitution and Subsequent Amendment made in U.P. Kshettra Panchayats and Zila Panchayats Adhiniyam, 1961, the Kshettra Panchayats (blocks) have been renamed as statutory Kshettra Panchayats. However, all the tax and non-tax revenue powers of Kshettra Panchayats in U.P. were discretionary in the old act and these remained discretionary in the new act as well. As a result, all the 904 Kshettra Panchayats in U.P. at present did not levy any tax or non-tax. The details of tax and non-tax revenue powers of Kshettra Panchayats in U.P. as provided in old and new acts have been shown in Table IV.1. When the State Finance Commission on Panchayati Raj and Urban Local Bodies, 1995 (SFC) was looking into the question of financial devolution to PRI's in U.P., it

**TABLE IV.1 : TAX AND NON-TAX REVENUE POWERS OF
KSHETTRA PANCHAYATS IN U.P.**

| U.P. KSHETTRA PANCHAYATS AND ZILA PANCHAYATS ADHINIYAM, 1961 | AMENDED IN APRIL, 1994 AS PER SEVENTY THIRD CONSTITUTIONAL AMENDMENT |
|--|--|
| <u>DISCRETIONARY:</u> | <u>DISCRETIONARY:</u> |
| <ol style="list-style-type: none"> 1. Water Tax where it constructs or maintains a scheme for providing drinking water or irrigation or for any other purposes under its jurisdiction. 2. Electricity tax where it provides for and maintains lighting arrangement at a public street or other public places. 3. Any other tax which the state legislature has the power under the constitution to impose in the state and of which imposition by the Kshettra Panchayat has been authorised by the state government. 4. Licence fees on brokers, commission agents, weighmen or measurers practising their calling within such markets. 5. Tolls on vehicles, Pack animals or porters bringing goods for sale into such a market. 6. Market fees for the right to expose goods for sale in such market or for the use of any building or structure therein; and 7. Fees on the registration of animals sold in the market. | <ol style="list-style-type: none"> 1. Water Tax where it constructs or maintains a scheme for providing drinking water or irrigation or for any other purposes under its jurisdiction. 2. Electricity tax where it provides for and maintains lighting arrangement at a public street or other public places. 3. Any other tax which the state legislature has the power under the constitution to impose in the state and of which imposition by the Kshettra Panchayat has been authorised by the state government. 4. Licence fees on brokers, commission agents, weighmen or measurers practising their calling within such markets. 5. Tolls on vehicles, Pack animals or porters bringing goods for sale into such a market. 6. Market fees for the right to expose goods for sale in such market or for the use of any building or structure therein; and 7. Fees on the registration of animals sold in the market. |

Source: *U.P. Kshettra Panchayats and Zila Panchayats Adhiniyam, 1961 and its Amendment, 1994.*

forwarded questionnaire to all the 904 Kshettra Panchayats to seek information about their tax and non-tax revenue powers, income and expenditure. The information was received from 8 Kshettra Panchayats only and all these Kshettra Panchayats did not provide the information on the questions of taxation powers, income and expenditure. The information furnished by the Department of Rural Development, Government of U.P. has highlighted the fact that Kshettra Panchayats in U.P. have no provision for imposing taxes, fees etc. and only 15 per cent of the JRY fund is being devolved to the Kshettra Panchayats since 1996-97 for undertaking some infrastructural development work. The amount, thus devolved is as shown in the following Table IV.2 :

**TABLE IV.2 : AMOUNT DEVOLVED TO KSHETTRA PANCHAYATS IN U.P.:
1996-97 TO 1998-99**

| YEAR | AMOUNT (Rs. thousand) | Percentage change |
|---------|--------------------------|----------------------|
| 1996-97 | 308684.50 | -- |
| 1997-98 | 670101.00 | 117.08 |
| 1998-99 | 519786.00 | -22.43 |

Source: Department of Rural Development, Government of U.P. Lucknow

The above data indicated that whatever amount is being devolved by way of 15 per cent of JRY grant to Kshettra Panchayats in U.P. since 1996-97 has increased substantially in 1997-98 but declined by around 22 per cent in subsequent year of 1998-99. Therefore, unless the Kshettra Panchayats in U.P. have a stable funding pattern, it is difficult for them to perform any of the core functions assigned to them after 73rd amendment.

Besides, neither the Department of Rural Development nor the sample Kshettra Panchayats provided any details of expenditure. It emerged during our discussion with Pramukhas of the sample Kshettra Panchayats that out of 15 per cent of JRY fund provided to Kshettra Panchayats, TA/DA of the Kshettra Pramukhas are met and some minor repair and maintenance work is carried out. The Kshettra Pramukhas also candidly confessed that their Kshettra Panchayats did not do any development work, despite receiving some grant-in-aid out of the JRY fund.

Therefore, since the Kshettra Panchayats do not have their own sources of income, this is the reason that income-expenditure details could not be available either in case of all or sample Kshettra Panchayats. The State Finance Commission also faced this problem and a result could not estimate the financial needs of Kshettra Panchayats and suggested that unless the Kshettra Panchayats are endowed with powers to raise their own sources of income through specific orders and simultaneously empowered to look after essential non-plan functions related to maintenance of capital assets etc. the financial requirement cannot be assessed.*

4.2 TAX AND NON-TAX POWERS OF ZILA PANCHAYATS:

The Section 119 of the U.P. Kshettra Panchayats and Zila Panchayats Adhiniyam, 1961 empowered Zila Panchayats to impose:

1. a tax on circumstances and property.
2. Any other tax which the State Legislature has the power under the Constitution of India including article 277 thereof to impose in the State and which imposition by Zila Panchayats has been authorised by the state.

* State Finance Commission (Panchayati Raj and Urban Local Bodies), Final Report, Vo.I, December, 1995, p.275.

**TABLE IV.3 :TAX AND NON-TAX REVENUE POWERS OF
ZILA PANCHAYATS IN U.P.**

| U.P. KSHETTRA PANCHAYATS AND ZILA PANCHAYATS ADHINIYAM, 1961 | AMENDED IN APRIL, 1994 AS PER SEVENTY THIRD CONSTITUTIONAL AMENDMENT |
|--|---|
| <u>DISCRETIONARY:</u> | <u>DISCRETIONARY:</u> |
| <ol style="list-style-type: none"> 1. A Tax on circumstances and property. 2. Any other tax which the state legislature has the power under the constitution of India to impose in the state and of which imposition by the Zila Panchayat has been authorised. 3. Licence fees on brokers, commission agents weighmen or measurers practising their calling within such markets. 4. Toll on vehicles pack animals or porters bringing goods for sale into such a market. 5. Market fees for the right to expose foods for sale in such market or for the use of any building or structure therein. 6. Fees on the registration of animals sold in market. | <ol style="list-style-type: none"> 1. A Tax on circumstances and property. 2. Any other tax which the state legislature has the power under the constitution of India to impose in the state and of which imposition by the Zila Panchayat has been authorised. 3. Licence fees on brokers, commission agents, weighmen or measurers practising their calling within such markets. 4. Toll on vehicles pack animals or porters bringing goods for sale into such a market. 5. Market fees for the right to expose foods for sale in such market or for the use of any building or structure therein. 6. Fees on the registration of animals sold in market. |

Source: U.P. Kshettra Panchayats and Zila Panchayats Adhiniyam, 1961 and its Amendment, 1994.

Besides the above, there was provision of imposing licence fees on brokers, Commission agents, Weighmen or measurers practising their calling within such markets, toll on vehicle pack animals or porters bringing goods for sale into such market, market fee and fee on the registration of animals sold in the markets. All this taxation powers were discretionary. When the U.P. Kshettra Panchayats and Zila Panchayats Act, 1961 was amended after 73rd Constitutional Amendment, the tax and non-tax revenue powers as provided in old act remained the same. Even the imposition of these taxes, fees and users charges remained discretionary as is evident from the Table IV.3.

4.3 RATES OF TAXES, FEES AND USERS CHARGES:

The provisions for levying taxes, fees and user's charges have been provided in section 119 to 145 of U.P. Kshettra Panchayats and Zila Panchayats Adhiniyam, 1961, as amended in 1994. According to it, Zila Panchayats have been empowered to impose property tax from a minimum of Rs.360/- to a maximum of Rs.6000/-. In case of fees and users' charges, no minimum and maximum rates were prescribed. However, after the acceptance of High Power Committee recommendations in 1997, the state government has issued GO's, prescribing different rates of fees etc. These GO's were issued on 2 January, 1995, 31 January, 1995, 6 February, 1995 and 29 April, 1998 to streamline the rates of various taxes, fees etc., to be levied by the Zila Panchayats in U.P. However, the levy of revised rates has been still left at the discretion of Zila Panchayats. As a result, there are no uniform rates of taxes and non-taxes imposed by the Zila Panchayats in U.P.

4.4 REVENUE OF ZILA PANCHAYATS:

The revenue of Zila Panchayats in U.P. accrued from own tax and non-tax sources and various grants-in-aid, was Rs.291091 thousand in 1990-91. It increased to Rs.1504314 thousand in 1997-98, showing a simple growth of 52.09 per cent per annum during the period 1990-91 to 1997-98 as evident from Table IV.4. Such a substantial increase in the total revenue of Zila Panchayats in U.P. could come due to the TFC grant of Rs.379760 thousand in 1997-98 which constituted 35.29 per cent of the total revenue of Zila Panchayats in 1997-98. Besides, a modest increase in revenue generated from own sources and other grants also contributed in the revenue growth.

The amount of revenue earned from own sources has continuously increased from 1990-91 to 1997-98 except in the year 1995-96 when it declined by 2.57 per cent as against the previous year. The share of the revenue generated from the own sources in total revenue remained 67 to 68 per cent since 1990-91 to 1992-93. In subsequent years, its proportion showed a declining trend and reached to a low level of 28.47 per cent in 1997-98. The reason of such decline appeared to be due to the slow growth in the revenue obtained from the tax on property and non-tax sources in the years 1993-94 and thereafter. The Zila Panchayats in U.P. have been imposing a tax on circumstances and property since 1922. This is the only source of tax revenue and an important source among own revenue resources. If we examine the share of this tax in the total revenue of Zila Panchayats during 1990-91 to 1997-98, it showed a declining trend. Its contribution was less than 10 per cent in the total revenue during the initial three years but subsequently it went down to 3.21 per cent in 1997-98. Though the actual amount collected from the property tax increased from Rs.28992 thousand in 1990-91 to Rs.48323 thousand in 1997-98 except in the year 1995-96 when the actual collection from property tax was less than the amount collected in the previous

TABLE IV.4: SOURCES OF REVENUE OF ZILA PANCHAYATS IN U.P.: 1990-91 TO 1997-98

| ITEMS | 1990-91 | | 1991-92 | | 1992-93 | | 1993-94 | |
|--|----------------------------|-----------|----------------------------------|----|----------------------------------|----|----------------------------------|----|
| | AM | PC | AM | PC | AM | PC | AM | PC |
| 1. TAXES AND USERS CHARGES | | | | | | | | |
| (i) Special Tax on Property | 28992 (9.96) | -- | 32214 11.11 (9.96) | | 35793 11.11 (9.44) | | 38829 8.48 (6.49) | |
| 2. NON TAX REVENUES & USERS CHARGES | | | | | | | | |
| (i) Fairs and Festivals | 15185 (5.21) | -- | 16872 11.10 (5.21) | | 18747 11.11 (4.94) | | 17655 5.52 (2.96) | |
| (ii) Any other fees | 150138 (51.58) | -- | 166819 11.11 (51.58) | | 204920 22.83 (54.08) | | 262756 28.22 (43.92) | |
| Revenue from own sources | 194315 (66.75) | -- | 215905 11.11 (66.75) | | 259460 20.17 (68.47) | | 319240 23.04 (53.36) | |
| 3. GRANTS-IN-AID-FROM STATE | | | | | | | | |
| (i) Grant for Development purpose | 78826 (27.08) | -- | 87584 11.11 (27.08) | | 97316 11.11 (25.69) | | 171693 76.42 (28.69) | |
| 4. OTHERS (INCLUDING D.R.D.A GRANT) | 17950 (6.17) | -- | 19945 11.11 (6.17) | | 22161 11.11 (5.85) | | 107304 384.20 (17.94) | |
| Revenue from Grants-in-aid | 96776 (33.25) | -- | 107529 11.11 (33.25) | | 119477 11.11 (31.53) | | 278997 133.52 (46.64) | |
| TOTAL REVENUE | 291091 (100.00) | -- | 323434 11.11 (100.00) | | 378937 17.16 (100.00) | | 598237 57.87 (100.00) | |

Contd....

Table IV.4 Contd....

| ITEMS | 1994-95 | | 1995-96 | | 1996-97 | | 1997-98 | |
|---|---------------------------|--------------|---------------------------|--------------|---------------------------|--------------|----------------------------|--------------|
| | AM | PC | AM | PC | AM | PC | AM | PC |
| 1. TAXES AND USER CHARGES | | | | | | | | |
| (i) Special Tax on Property | 41576 (5.91) | 7.07 | 39224 (5.19) | 5.66 | 43044 (4.78) | 9.73 | 48323 (3.21) | 12.26 |
| 2. NON TAX REVENUES & USER CHARGES | | | | | | | | |
| (i) Fairs and Festivals | 19117 (2.72) | 8.28 | 18201 (2.41) | 4.79 | 17313 (1.92) | 4.88 | 17402 (1.16) | 0.51 |
| (ii) Any other fees | 281149 (39.97) | 7.00 | 275645 (36.50) | 1.96 | 311517 (34.58) | 13.01 | 362579 (24.10) | 16.39 |
| Revenue from Own Sources | 341842 (48.60) | 7.08 | 333070 (44.10) | -2.57 | 371874 (41.28) | 11.65 | 428304 (28.47) | 15.17 |
| 3. GRANTS-IN-AID FOR STATE | | | | | | | | |
| (i) Grant for Development purpose | 162368 (23.09) | 5.43 | 161637 (21.40) | 0.45 | 287376 (31.89) | 77.79 | 580117 (38.57) | 101.87 |
| (ii) TFC Grant | -- | | -- | | -- | | 379760 (35.29) | -- |
| 4. OTHER (INCLUDING D.R.D.A GRANT) | 199119 (28.31) | 85.57 | 260581 (34.50) | 30.87 | 241683 (26.83) | 7.25 | 116133 (7.72) | 51.94 |
| Revenue from Grants-in-aid | 361487 (51.40) | 29.57 | 422218 (55.90) | 16.80 | 529059 (58.72) | 25.30 | 1076010 (71.53) | 103.38 |
| TOTAL | 703329 (100.00) | 17.57 | 755288 (100.00) | 7.38 | 900933 (100.00) | 17.28 | 1504314 (100.00) | 66.69 |

Note: AM = Amount
PC = Percentage charges

Figures in brackets indicate percentage.

Source: Monitoring Cell, Department of Panchayati Raj, Government of U.P., Lucknow.

year. The State Finance Commission has attributed the main reason of slow growth in property tax to the fact that out of the total 68 Zila Panchayats in U.P. at present, only 42 Zila Panchayats are imposing this tax and remaining 26 Zila Panchayats do not levy it.* The discussion with the officials of the Department of Panchayati Raj has revealed that all Zila Panchayats are being impressed upon to levy tax on circumstances and property.

Among the own sources of revenue, the contribution of non-tax revenue sources has been significant. Its share ranged from 59 per cent in total revenue during initial years to 25 per cent in 1997-98. Though the amount of revenue collected from non-tax revenue sources indicated increasing trend from 1990-91 to 1997-98 but its share in total revenue showed declining proportion. Within the non-tax revenue sources, the revenue generated from fairs and festivals did not increase much over the years. Similarly, revenue obtained from fees realised from the auction of disposal of dead animal skin and hides and other items, despite being an important source did not increase much. All this indicated that the tax and non-tax revenue sources of Zila Panchayats in U.P. are grossly under taxes. The State Finance Commission also made a similar observation that neither the tax nor the non-tax revenue sources are being exploited to the hilt by the Zila Panchayats in U.P.

The grants-in-aid are becoming an important source of revenue to Zila Panchayats in U.P. The amount of revenue obtained from grants-in-aid showed substantial growth from 1990-91 to 1997-98. Since 1990-91 to 1992-93, the share of grants-in-aid in the total revenue of Zila Panchayats was around 33 per cent which increased in 1994-95, 1995-96, 1996-97 and reached to a high level of 71.53 per cent in 1997-98. What transpired from the

* State Finance Commission (Panchayati Raj and Urban Local Bodies), Financial Report, December, 1995, pp. 254-255.

analysis is that in view of functional devolution to Zila Panchayats and population they have to serve, their total revenue seems to be inadequate. The Zila Panchayats in U.P. need to collect and exploit their tax and non-tax revenue sources more efficiently in order to amend their own revenue so that Zila Panchayats could plan according to their felt needs.

4.5 REVENUE OF SAMPLE ZILA PANCHAYATS:

The total revenue available to Saharanpur Zila Panchayat from taxes, non-taxes and grants-in-aid during the years 1992-93 to 1997-98 was obtained from the Saharanpur Zila Panchayat and presented in Table IV.5.

The table showed that Saharanpur Zila Panchayat had total revenue of Rs.12823269 in 1992-93 from all sources which increased to Rs.22713852 in 1997-98, showing an annual growth of around 13 per cent per annum during the period. In the total revenue, more than half was contributed by own tax and non-tax sources from 1992-93 to 1994-95 and rest amount was provided under various grants of the government. However, the situation changed after 1994-95 when the share of own taxes and non-taxes reduced to less than fifty per cent of the total revenue and the share of grants-in-aid increased to more than fifty per cent in the total revenue of Saharanpur Zila Panchayat in 1995-96 to 1997-98.

The amount of revenue available from tax has been meagre during the period and it remained constant at Rs.238000 from 1992-93 to 1997-98. Its share in the total revenue which was 1.86 per cent in 1992-93 declined to 1.05 per cent in 1997-98. The tax revenue was available only from the surcharge on land revenue and it did not witness any change during the last many years. In this way, own sources of non-tax revenue contributed significantly in the total revenue of Saharanpur Zila Panchayat. Among the non-tax revenue sources,

receipts from remunerative enterprises and rent and other income from own properties were the major sources. Though during 1992-93 to 1994-95, more than half of revenue was contributed by these two sources only, however, thereafter, the share of both these sources in the total revenue declined to around 22 per cent. Among the different types of grants available, Other District Roads and Village Roads grants, road grants and local rate grants were the major sources. On the whole, it reflected that the dependency of Saharanpur Zila Panchayat on the own sources of revenue is reducing day by day and dependency on grants-in-aid is increasing.

The total revenue of Sultanpur Zila Panchayat was Rs.6442000 in 1992-93 which went up to Rs.11843700 in 1997-98 showing a annual growth of around 14 per cent during 1992-93 to 1997-98. The Sultanpur Zila Panchayat had no source of own taxation and roughly fifty per cent of the total revenue came from its own sources of non-taxes. However as evident from Table IV.6, revenue generated from own non-tax sources showed a declining trend while revenue available from various grants-in-aid showed a increasing trend. Among the own non-tax sources of revenue, rent and other income has been a major source of revenue which contributed 43 per cent of total revenue in 1992-93 and its share declined to 23 per cent in 1997-98. The other important source of non-tax revenue of Sultanpur Zila Panchayat had been the licence fees and other fees. Its share in total revenue was 10 per cent in 1992-93 and 1997-98. Among the items of grants-in-aid, revenue of other grants which included development grant and lately the TFC and SFC grants was Rs.2028000 i.e., 31 per cent in total revenue during 1992-93 which went upto Rs.5500000 i.e., 46 per cent in 1997-98. The Zila Panchayat of Sultanpur also received establishment grants. It proportionate share in total revenue was 12 per cent in 1992-93 which declined to 5 per cent in 1997-98.

TABLE IV.5: REVENUE OF SAHARANPUR ZILA PANCHAYAT: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|--|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| A. TAX REVENUE | | | | | | |
| 1. Surcharge on Land Revenue | 238000 (1.86) | 238000 (1.88) | 238000 (1.54) | 238000 (1.56) | 238000 (1.26) | 238000 (1.05) |
| B. NON-TAX REVENUE | | | | | | |
| 1. Licence fees and other fees | 779000 (6.07) | 1667000 (13.15) | 1283000 (8.28) | 1808000 (11.88) | 1905000 (10.12) | 2095000 (9.22) |
| 2. Receipts from Remunerative enterprises | 4594000 (35.83) | 3731000 (29.44) | 3656000 (23.61) | 1841000 (12.10) | 3608000 (19.16) | 3968000 (17.47) |
| 3. Rent and other income from own properties | 2703000 (21.08) | 1457000 (11.50) | 3913000 (25.27) | 266600 (1.75) | 1109000 (5.89) | 1219000 (5.37) |
| 4. Interest Receipt | 393000 (3.06) | 534000 (4.21) | 845000 (5.46) | 779000 (5.12) | 2155000 (11.44) | 2370000 (10.43) |
| TOTAL (Tax and Non-Tax) | 8707000 (67.90) | 7627000 (60.18) | 9935000 (64.16) | 4932600 (32.41) | 9015000 (47.87) | 9890000 (43.54) |

Contd.....

Table IV.5 Contd.....

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|----------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|
| C. GRANTS-IN-AID | | | | | | |
| 1. Jawahar Rozgar Yojana | -- | -- | 212440 (1.37) | 827405 (5.44) | 202277 (1.07) | 222504 (0.98) |
| 2. ODR and VR Grants | 3346000 (26.09) | 3346000 (26.40) | 3346000 (21.61) | 3346000 (21.99) | 3346000 (17.77) | 3346000 (14.73) |
| 3. Roads Grants | 300000 (2.34) | 1190000 (9.39) | 1300000 (8.39) | 1430000 (9.40) | 5500000 (29.21) | 6050000 (26.64) |
| 4. Local rate grants | 238669 (1.86) | 256044 (2.02) | 238669 (1.54) | 238669 (1.57) | 238668 (1.27) | 2625348 (11.56) |
| 5. Other purpose grants | 30000 (0.23) | 30000 (0.24) | 30000 (0.19) | 30000 (0.20) | 30000 (0.16) | 30000 (0.13) |
| 6. Zila Yojana | 201600 (1.57) | 224000 (1.77) | 425000 (2.74) | 4409000 (28.98) | 500000 (2.66) | 550000 (2.42) |
| TOTAL (Grants-in-aid) | 4116269 (32.09) | 5046044 (39.82) | 5552109 (35.84) | 10281074 (67.58) | 9816945 (52.14) | 12823852 (56.46) |
| GRAND TOTAL | 12823269 (100.00) | 12673044 (100.00) | 15487109 (100.00) | 15213674 (100.00) | 18831945 (100.00) | 22713852 (100.00) |

Note: ODR = Other Districts Roads.
VDR = Village Roads Grants

Source: Records of Saharanpur Zila Panchayat.

TABLE IV.6 : REVENUE OF SULTANPUR ZILA PANCHAYAT: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|------------------------------------|-----------------------------|-----------------------------|-----------------------------|-----------------------------|------------------------------|------------------------------|
| A. NON-TAX REVENUE | | | | | | |
| 1. Licence fees and other fees | 647000 (10.04) | 1036000 (11.27) | 1090000 (15.82) | 1025000 (12.60) | 1129000 (10.49) | 1241900 (10.49) |
| 2. Rent and other Income | 2796000 (43.40) | 3280000 (35.67) | 3166000 (45.94) | 3294000 (40.48) | 2447000 (22.73) | 2691700 (22.73) |
| 3. Interest Receipts | 210000 (3.26) | 1321000 (14.37) | 1313000 (19.05) | 788000 (9.68) | 1700000 (15.79) | 1870000 (15.79) |
| TOTAL (Non-Tax Revenue) | 3653000 (56.71) | 5637000 (61.31) | 5569000 (80.80) | 5107000 (62.76) | 5276000 (49.00) | 5803600 (49.00) |
| B. GRANTS-IN-AID | | | | | | |
| 1. Other Grants | 2028000 (31.48) | 2879000 (31.31) | 600000 (8.71) | 2340000 (28.76) | 5000000 (46.44) | 5500000 (46.44) |
| 2. Establishment Grants | 761000 (11.81) | 679000 (7.38) | 723000 (10.49) | 690000 (8.48) | 491000 (4.56) | 540100 (4.56) |
| TOTAL (Grants-in-aid) | 2789000 (43.29) | 3558000 (38.69) | 1323000 (19.20) | 3030000 (37.24) | 5491000 (51.00) | 6040100 (51.00) |
| GRAND TOTAL | 6442000 (100.00) | 9195000 (100.00) | 6892000 (100.00) | 8137000 (100.00) | 10767000 (100.00) | 11843700 (100.00) |

Source: Records of Sultanpur Zila Panchayat.

TABLE IV.7 : REVENUE OF ZILA PANCHAYATS IN U.P.: 1992-93 to 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|---|------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|
| A. TAX REVENUE | | | | | | |
| 1. Surcharge on Land Revenue | 238000 (1.24) | 238000 (1.09) | 238000 (1.06) | 238000 (1.02) | 238000 (0.80) | 238000 (0.69) |
| B. NON-TAX REVENUE | | | | | | |
| 1. Licence Fees & Other Fees | 1426000 (7.40) | 2703000 (12.36) | 2373000 (10.60) | 2833000 (12.13) | 3034000 (10.25) | 3336900 (9.66) |
| 2. Receipts From Remunerative Enterprises | 4594000 (23.85) | 3731000 (17.06) | 3656000 (16.34) | 1841000 (7.88) | 3608000 (12.19) | 3968000 (11.48) |
| 3. Rents & Other Income From own properties | 5499000 (28.54) | 4737000 (21.66) | 7079000 (31.63) | 3560600 (15.25) | 3556000 (12.01) | 3910700 (11.32) |
| 4. Interest Receipts | 603000 (3.13) | 1855000 (8.48) | 2158000 (9.64) | 1567000 (6.71) | 3855000 (13.02) | 4240000 (12.27) |
| TOTAL (Tax and Non-Tax) | 12360000 (64.16) | 13264000 (60.65) | 15504000 (69.27) | 10039600 (42.99) | 14291000 (48.27) | 15693600 (45.42) |
| C. GRANTS-IN-AID | | | | | | |
| 1. Jawahar Rozgar Yojana | -- | -- | 212440 (0.95) | 827405 (3.54) | 202277 (0.68) | 222504 (0.64) |
| 2. ODR & VR Grants | 3346000 (17.36) | 3346000 (15.31) | 3346000 (14.95) | 3346000 (14.33) | 3346000 (11.30) | 3346000 (9.68) |
| 3. Road Grants | 300000 (1.56) | 1190000 (5.44) | 1300000 (5.81) | 1430000 (6.12) | 5500000 (18.58) | 6050000 (17.51) |
| 4. Local Rate Grants | 238669 (1.24) | 256044 (1.17) | 238669 (1.07) | 238669 (1.02) | 238668 (0.81) | 2625348 (7.60) |
| 5. Other Purpose Grants | 2058000 (10.68) | 2909000 (13.3) | 630000 (2.82) | 2370000 (10.15) | 5030000 (16.99) | 5530000 (16.00) |
| 6. Zila Yojana | 201600 (1.05) | 224000 (1.02) | 425000 (1.90) | 4409000 (18.88) | 500000 (1.69) | 550000 (1.59) |
| 7. Establishment Grants | 761000 (3.95) | 679000 (3.10) | 723000 (3.23) | 690000 (2.95) | 491000 (1.66) | 540100 (1.56) |
| TOTAL (Grants-in-aid) | 6905269 (35.84) | 8604044 (39.35) | 6875109 (30.72) | 13311074 (56.99) | 15307945 (51.71) | 18863952 (54.58) |
| GRAND TOTAL | 19265269 (100.00) | 21868044 (100.00) | 22379109 (100.00) | 23350674 (100.00) | 29598945 (100.00) | 34557552 (100.00) |

Source: Based on Tables IV.5 and IV.6

4.6 PER CAPITA REVENUE OF ZILA PANCHAYATS:

The per capita revenue of Zila Panchayats in U.P. was calculated by the Monitoring Cell of the Department of Panchayati Raj and the information furnished by it has been shown in Table IV.11.

It reflected from the table that per capita total revenue of Zila Panchayats was Rs.2.62/- in 1990-91 which increased to Rs.10.08 in 1997-98. The per capita revenue has been less than one rupee from taxes during all the years from 1990-91 to 1997-98. Highest per capita revenue was realised from non-tax revenue sources which included revenue from fairs and festivals, from the auction of hides and skins of dead animals etc. In recent years, grants for development purposes and TFC grants have provided larger per capita resources. On the whole, with the per capita revenue of Rs.10.08 in 1997-98, to what extent Zila Panchayats Can perform various functions assigned to them after 73rd amendment, is quite doubtful. Thus, the total revenue available to Zila Panchayats in U.P. is needed to be increased both by the efficient tax management and by greater devolution of finances from state to the Zila Panchayats.

4.7 PER CAPITA REVENUE OF SAMPLE ZILA PANCHAYATS:

The per capita revenue of Saharanpur Zila Panchayat was calculated in Table IV.8. It became evident from the table that Rs.7.28 was the per capita revenue in 1992-93 which increased to Rs.11.39 in 1997-98. The per capita revenue from own tax and non-tax revenue sources was Rs.4.94 in 1992-93, Rs.4.22 in 1993-94 and Rs.5.37 in 1994-95 in comparison with Rs.2.34, Rs.2.79 and Rs.3.00 per capita revenue obtained from grants-in-aid in these years. However, during subsequent three years, the per capita revenue from own tax and non-tax sources

declined to Rs.2.60, Rs.4.63 and Rs.4.96 in comparison with Rs.5.42, Rs.5.05 and Rs.6.43 per capita revenue available from grants-in-aid in 1995-96, 1996-97 and 1997-98 respectively. The highest per capita revenue of Rs.0.97 to Rs.2.61 was obtained from receipts from remunerative enterprises while surcharge on land revenue provided lowest per capita revenue of Rs.0.12 to Rs.0.14. Among the different schemes of grants-in-aid, ODR and Vr provided highest per capita revenue of Rs.1.68 to Rs.1.90 while lowest per capita revenue of Rs.0.02 was available from other purpose grants. In 1996-97 and 1997-98, Rs.2.83 and Rs.3.03 per capita grants was made available to Saharanpur Zila Panchayat, which was highest per capita revenue in these years available among tax and non-tax revenue sources.

The per capita revenue of Sultanpur Zila Panchayat was calculated Table IV.9. The table showed that the total per capita revenue available to Sultanpur Zila Panchayat was less than half of the total per capita revenue of Saharanpur Zila Panchayat during the years 1992-93 to 1997-98. In case of Sultanpur Zila Panchayat, per capita revenue available from own tax and non-tax sources was higher than the per capita revenue available from various grants. The per capita revenue of non-tax sources was Rs.1.46 in 1992-93 which increased to Rs.2.05 in 1997-98, while Rs.1.11 per capita was available from establishment and other grants which increased to Rs.2.13 in 1997-98. Among the non-tax sources, highest per capita income of Rs.0.95 to Rs.1.28 was available from rent and other income. The per capita revenue of other grants which included developmental grants was Rs.0.23 to Rs.1.94.

The item-wise and year-wise per capita revenue of Saharanpur and Sultanpur Zila Panchayats was added in Table IV.10. It is evident that Rs.4.51 was the per capita revenue in 1992-93 which increased to Rs.7.16 in 1997-98. Upto 1994-95, Zila Panchayats in U.P. has more per capita revenue from their own tax and non-tax revenue sources than from grants-in-aid. Thereafter, the situation reversed. The

TABLE IV.8 : PER CAPITA REVENUE OF SAHARANPUR ZILA PANCHAYAT : 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|---|-------------|-------------|-------------|-------------|-------------|--------------|
| A. TAX REVENUE | | | | | | |
| 1. Surcharge on Land Revenue | 0.4 | 0.13 | 0.13 | 0.13 | 0.12 | 0.12 |
| B. NON-TAX REVENUE | | | | | | |
| 1. Licence Fees & Other Fees | 0.44 | 0.92 | 0.69 | 0.95 | 0.98 | 1.05 |
| 2. Receipts from Remunerative Enterprises | 2.61 | 2.07 | 1.97 | 0.97 | 1.85 | 1.99 |
| 3. Rents and other income from own properties | 1.53 | 0.81 | 2.11 | 0.14 | 0.57 | 0.61 |
| 4. Interest Receipts | 0.22 | 0.30 | 0.46 | 0.41 | 1.11 | 1.19 |
| TOTAL (Tax and Non-Tax) | 4.94 | 4.22 | 5.37 | 2.60 | 4.63 | 4.96 |
| C. GRANTS-IN-AID | | | | | | |
| 1. Jawahar Rozgar Yojna | -- | -- | 0.11 | 0.44 | 0.10 | 0.11 |
| 2. ODR & VR Grants | 1.90 | 1.85 | 1.81 | 1.76 | 1.72 | 1.68 |
| 3. Road Grants | 0.17 | 0.66 | 0.70 | 0.75 | 2.83 | 3.03 |
| 4. Local Rate Grants | 0.14 | 0.14 | 0.13 | 0.13 | 0.12 | 1.32 |
| 5. Other Purpose Grants | 0.02 | 0.02 | 0.02 | 0.02 | 0.02 | 0.02 |
| 6. Zila Yojna | 0.11 | 0.12 | 0.23 | 0.32 | 0.26 | 0.28 |
| TOTAL (Grants-in-aid) | 2.34 | 2.79 | 3.00 | 5.42 | 5.05 | 6.43 |
| GRAND TOTAL | 7.28 | 7.02 | 8.36 | 8.02 | 9.68 | 11.39 |

Note: ODR = Other Districts Roads
 VR = Village Roads

TABLE IV.9 : PER CAPITA REVENUE OF SULTANPUR ZILA PANCHAYAT: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|---|-------------|-------------|-------------|-------------|-------------|-------------|
| A. LOCAL NON-TAX REVENUE MOBILISED | | | | | | |
| 1. Licence fees and other fees | 0.26 | 0.40 | 0.41 | 0.38 | 0.41 | 0.44 |
| 2. Rent and other Income | 1.12 | 1.28 | 1.20 | 1.22 | 0.88 | 0.95 |
| 3. Interest Receipts | 0.08 | 0.51 | 0.50 | 0.29 | 0.61 | 0.66 |
| TOTAL (Non-Tax) | 1.46 | 2.19 | 2.12 | 1.89 | 1.91 | 2.05 |
| GRANTS-IN-AID | | | | | | |
| 1. Establishment Grants | 0.30 | 0.26 | 0.27 | 0.26 | 0.18 | 0.19 |
| 2. Other Grants | 0.81 | 1.12 | 0.23 | 0.87 | 1.81 | 1.94 |
| TOTAL | 1.11 | 1.39 | 0.50 | 1.12 | 1.99 | 2.13 |
| GRAND TOTAL | 2.57 | 3.58 | 2.62 | 3.02 | 3.89 | 4.18 |

TABLE V.10: PER CAPITA REVENUE OF ZILA PANCHAYATS IN U.P.: 1992-93 To 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|---|-------------|-------------|-------------|-------------|-------------|-------------|
| A. TAX REVENUE | | | | | | |
| 1. Surcharge on Land Revenue | 0.06 | 0.05 | 0.05 | 0.05 | 0.05 | 0.05 |
| B. NON-TAX REVENUE | | | | | | |
| 1. Licence Fees & Other Fees | 0.33 | 0.62 | 0.53 | 0.62 | 0.64 | 0.69 |
| 2. Receipts From Remunerative Enterprises | 1.08 | 0.85 | 0.82 | 0.40 | 0.77 | 0.82 |
| 3. Rents & Other Income From Own Properties | 1.29 | 1.08 | 1.58 | 0.77 | 0.75 | 0.81 |
| 4. Interest Receipts | 0.14 | 0.42 | 4.48 | 0.34 | 0.82 | 0.88 |
| TOTAL (Tax and Non-Tax) | 2.90 | 3.03 | 3.45 | 2.18 | 3.03 | 3.20 |
| C. GRANTS-IN-AID | | | | | | |
| 1. Jawahar Rozgar Yojana | -- | -- | 0.05 | 0.18 | 0.04 | 0.05 |
| 2. ODR & VR Grants | 0.78 | 0.76 | 0.75 | 0.73 | 0.71 | 0.69 |
| 3. Road Grants | 0.07 | 0.27 | 0.29 | 0.31 | 1.17 | 1.25 |
| 4. Local Rate Grants | 0.06 | 0.66 | 0.05 | 0.05 | 0.05 | 0.54 |
| 5. Other Purpose Grants | 0.48 | 0.05 | 0.14 | 0.52 | 1.07 | 1.15 |
| 6. Zila Yojna | 0.05 | 0.16 | 0.09 | 0.96 | 0.11 | 0.11 |
| 7. Establishment Grant | -- | -- | 0.16 | 0.15 | 0.10 | 0.11 |
| TOTAL (Grants-in-aid) | 1.62 | 1.97 | 1.53 | 2.90 | 3.25 | 3.91 |
| GRAND TOTAL | 2.51 | 5.00 | 4.99 | 5.08 | 6.28 | 7.16 |

Note: ODR = Other Districts Roads
 VR = Viullage Roads

4.8 DEVOLUTION OF REVENUE TO ZILA PANCHAYATS FROM DIFFERENT SOURCES:

The total revenue that accrued to Zila Panchayats in U.P. came from different sources. The major share was contributed by own sources. It was 67 per cent in 1990-91 in the total revenue and over the years the revenue from own sources though increased in absolute amount, but its proportionate share in total revenue declined to around 29 per cent in 1997-98. The situation in regard to the contribution of own sources and grant-in-aid in the total revenue of Zila Panchayats in U.P. appeared to be changing over the years since 1990-91 as reflected from Table IV.6. It is evident from the table that the share of grants-in-aid has substantially increased in total revenue of all Zila Panchayats in U.P. since 1994-95. When the TFC grant was made available to Zila Panchayats, the share of grants-in-aid increased to more than 70 per cent in the total revenue. In this way, Zila Panchayats are becoming increasingly dependent on grants-in-aid from the government.

TABLE V.11: PER CAPITA REVENUE OF ZILA PANCHAYATS IN U.P.: 1990-91 TO 1997-98

| SOURCE | 1990-91 | 1991-92 | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|-----------------------------------|---------|---------|---------|---------|---------|---------|---------|---------|
| A. TAXES AND USERS CHARGES | | | | | | | | |
| (i) Special Tax on Property | 0.26 | 0.29 | 0.32 | 0.35 | 0.37 | 0.35 | 0.39 | 0.43 |
| B. NON- TAX REVENUE/USERS CHARGES | | | | | | | | |
| (i) Fairs and Festivals | 0.14 | 0.15 | 0.17 | 0.16 | 0.17 | 0.16 | 0.16 | 0.16 |
| (ii) Any other fees | 1.35 | 1.5 | 1.94 | 2.38 | 2.52 | 2.47 | 2.79 | 3.25 |
| C. GRANTS-IN-AID FROM STATE | | | | | | | | |
| (i) Grant for Development Purpose | 0.71 | 0.79 | 0.97 | 1.54 | 1.46 | 1.45 | 2.58 | 5.2 |
| D. TFC GRANTS | | | | | | | | |
| E. OTHERS (INCLUDING DRDA GRANT) | 0.16 | 0.18 | 0.2 | 0.96 | 1.79 | 2.34 | 2.17 | 1.04 |
| TOTAL | 2.62 | 2.91 | 3.60 | 5.39 | 6.31 | 6.77 | 8.09 | 10.08 |

Source: Monitoring Cell , Directorate of Panchayati Raj, Government of U.P., Lucknow.

**TABLE IV.12 :AMOUNT DEVOLVED TO ZILA PANCHAYATS IN U.P. BY
DIFFERENT SOURCES: 1990-91 TO 1997-98**

(Rs. thousand)

| SOURCE | 1990-91 | 1991-92 | 1992-93 | 1993-94 | 1994-95 | 1995-95 | 1996-97 | 1997-98 |
|--|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| 1. OWN SOURCE | 194315 (66.75) | 215905 (66.75) | 259460 (68.47) | 319240 (53.36) | 341841 (48.60) | 333070 (44.10) | 371874 (41.28) | 428304 (28.48) |
| 2. STATE GOVERNMENT | 78826 (27.08) | 88594 (27.08) | 97316 (25.68) | 171693 (28.70) | 162368 (23.09) | 161637 (21.40) | 287376 (31.90) | 580117 (38.56) |
| 3. DISTRICT ADMINISTRATION (INCLUDING DRDA) | 17959 (6.17) | 19945 (6.17) | 22161 (5.85) | 107304 (17.94) | 199119 (28.31) | 260581 (34.50) | 241683 (26.82) | 116133 (7.72) |
| 4. T.F.C. GRANTS | | | | | | | | 379760 (25.24) |
| TOTAL | 291091 (100) | 323434 (100) | 378937 (100) | 598237 (100) | 703328 (100) | 755288 (100) | 900933 (100) | 1504314 (100) |

Note: *Figures in brackets indicate percentages.*
Source: *Monitoring Cell, Department of Panchayati Raj , Govt. of U.P.,
Lucknow.*

4.9 DEVOLUTION OF GRANTS-IN-AID AND SHARED TAXES:

As observed in the proceeding section that grants-in-aid are becoming the major source of revenue to the Zila Panchayats in U.P. It again reflected from Table IV.13 that during the nine year period i.e., from 1990-91 to 1998-99, the grants-in-aid exhibited a simple growth of around 160 per cent per annum. Barring the two years of 1994-95 and 1995-96 in which the growth remained negative, all the years have positive annual growth in grants-in-aid. The amount of shared taxes, which was determined on the basis of SFC's recommendation of 4 per cent devolution of the net tax revenue of the State to the Rural Local Bodies (RLB's) and the share of Zila Panchayats was fixed at 20 per cent of the total shared amount, increased from Rs.2346100 thousand in 1997-98 to Rs.3000000 in 1998-99, showing a growth of 28 per cent. Taxes which are being shared by Zila Panchayats in U.P. are, entertainment tax, motor vehicle tax etc.

TABLE IV.13: DEVOLUTION OF GRANTS-IN-AID AND SHARED TAXES TO ZILA PANCHAYATS IN U.P: 1990-91 TO 1998-99

| YEAR | GRANTS-IN-AID | PERCENTAGE CHANGE | SHARED TAXES | PERCENTAGE CHANGE |
|---------|---------------|----------------------|--------------|----------------------|
| 1990-91 | 78826 | - | | |
| 1991-92 | 87584 | 11.11 | | |
| 1992-93 | 97316 | 11.11 | | |
| 1993-94 | 171693 | 76.42 | | |
| 1994-95 | 162368 | -5.43 | | |
| 1995-96 | 161637 | -0.45 | | |
| 1996-97 | 287376 | 77.77 | | |
| 1997-98 | 904923 | 214.89 | 2346100 | - |
| 1998-99 | 1211917 | 33.99 | 3000000 | 27.87 |

Source: Monitoring Cell, Directorate of Panchayati Raj, Government of U.P., Lucknow.

4.10 EXPENDITURE OF ZILA PANCHAYATS:

The Table IV.14 showed item-wise expenditure of all Zila Panchayats of U.P. from 1990-91 to 1997-98. It became evident therefrom that the total expenditure which was Rs.312010 thousand in 1990-91 increased to Rs.965108 thousand in 1997-98, showing a annual growth of 26 per cent during the period. It was further evident from the table that expenditure on general administration constituted more than 60 per cent till 1994-95, since then its share in total expenditure showed a declining trend. However, the decline in expenditure on general administration after 73rd amendment in which salary payment has been a major component, appears to be not an outcome of less expenditure by Zila Panchayats on this item but due to substantial increase in expenditure tied with programme specific grants-in-aid which reduced the proportionate share of expenditure incurred on general administration. On the contrary, the absolute amount of Rs.212415 thousand which was spent by Zila Panchayats on general administration in which salary component was more than 63 per cent increased to Rs.371267 thousand in 1997-98 and out of it, the expenditure on the staff salaries increased to as high as 75 per cent. This is a cause for concern and suggests that there is an imperative need to check the trend of rising expenditure on office establishment. If this is not managed on priority basis, then a stage may come when practically nothing will be left with Zila Panchayats in U.P. to make expenditure on material account. One likely reason for increasing expenditure on general administration can be the continuous increase in staff strength.*

The expenditure related with grants-in-aid showed an increasing trend since 1990-91. This might be due to new state plan and centrally sponsored projects being entrusted to Zila Panchayats for execution.

* *State Finance Commission (Panchayati Raj and Urban Local Bodies), Uttar Pradesh, December 1996, p.257.*

TABLE IV.14 : EXPENDITURE OF ZILA PANCHAYATS IN U.P.: 1990-91 TO 1997-98

| ITEMS | 1990-91 | | 1991-92 | | 1992-93 | | 1993-94 | |
|---|-------------------|-----------|-------------------------|----|--------------------------|----|-------------------------|----|
| | AM | PC | AM | PC | AM | PC | AM | PC |
| 1. GENERAL ADMINISTRATION | | | | | | | | |
| (i) Salary of Staff | 135164 (43.32) | -- | 150182 11.11 (42.53) | | 166869 12.17 (40.43) | | 187182 12.38 (38.80) | |
| (ii) Maintenance of Assets and others | 77251 (24.76) | -- | 85835 25.74 (24.30) | | 107931 -3.38 (26.16) | | 104280 12.96 (21.61) | |
| 2. EXPENDITURE ON DEVELOPMENT GRANTS | | | | | | | | |
| (i) Grant from State Government | 82385 (26.40) | -- | 98656 17.92 (27.93) | | 116338 -17.91 (28.19) | | 95500 52.79 (17.79) | |
| (ii) TFC Grants | -- | | -- | | -- | | -- | |
| (iii) Others (DRDA) | 17210 (5.52) | -- | 18515 16.18 (5.24) | | 21510 344.04 (5.22) | | 95515 51.36 (19.80) | |
| TOTAL | 312010 | -- | 353188 16.83 | | 412648 16.92 | | 482477 28.22 | |

Contd....

Table IV.14 Contd....

| ITEMS | 1994-95 | | 1995-96 | | 1996-97 | | 1997-98 | |
|---|----------------------------|--------------|----------------------------|--------------|----------------------------|-------------|----------------------------|-------------|
| | AM | PC | AM | PC | AM | PC | AM | PC |
| 1. GENERAL ADMINISTRATION | | | | | | | | |
| (i) Salary of Staff | 210358 (35.01) | 10.00 | 231394 (33.56) | 9.99 | 254533 (26.87) | 10.00 | 279986 (20.82) | 10.00 |
| (ii) Maintenance of Assets and others | 117790 (19.04) | -5.20 | 111656 (16.19) | 2.49 | 114433 (12.08) | 20.23 | 91281 (6.79) | -20.23 |
| 2. EXPENDITURE ON DEVELOPMENT GRANTS | | | | | | | | |
| (i) Grant from State Government | 145918 (23.58) | -29.76 | 102484 (14.86) | 210.67 | 318389 (33.60) | 53.53 | 488841 (36.35) | 53.54 |
| (ii) TFC Grants | -- | | -- | | -- | | -- | |
| (iii) Others (DRDA) | 144567 (23.37) | 68.86 | 244112 (35.39) | 6.54 | 260077 (27.45) | -59.62 | 105000 (7.80) | -59.63 |
| TOTAL | 618633 (100.00) | 11.47 | 689646 (100.00) | 37.38 | 947432 (100.00) | 1.87 | 965108 (100.00) | 1.87 |

Note: AM = Amount

PC = Percentage Charge

Figures in brackets indicate percentage

Source: Monitoring Cell, Directorate of Panchayati Raj, Government of U.P., Lucknow.

4.11 EXPENDITURE OF SAMPLE ZILA PANCHAYATS:

The total expenditure of Saharanpur Zila Panchayats did not show a steady increase during the period 1992-93 to 1997-98. In 1992-93, a total of Rs.7480000/- was the expenditure which declined to Rs.6472000/- in 1997-98. During the period 1992-93 to 1997-98, largest expenditure of Rs.20194000/- was made during the year 1996-97.

The expenditure made by the Saharanpur Zila Panchayat on different items also showed varying pattern. In 1992-93, public health and sanitation was the main programme on which 43 per cent of the total expenditure was made followed by the 30 per cent expenditure on general administration and 27 per cent on public works including roads. In 1997-98, around 70 per cent of total expenditure was incurred on general administration, 27 per cent on public works and only 3 per cent on public health and sanitation. Thus, the expenditure on general administration showed a phenomenal growth in 1997-98 over 1992-93. In Table IV.16, the item-wise expenditure made by the Saharanpur Zila Panchayat during 1992-93 to 1997-98 has been presented.

The total expenditure of Sultanpur Zila Panchayat which was Rs.6249000 in 1992-93 increased to Rs.10467500 in 1997-98 as evident in Table IV.17. The increase in total expenditure has not been steady over the years as in 1995-96 and 1996-97, the total expenditure declined over the past years expenditure. In Sultanpur Zila Panchayat there were only two items of expenditure i.e., General administration and/public works including roads. Out of the total expenditure, 56 per cent in 1992-93 was incurred on general administration. It increased to 73 per cent and 77 per cent in 1993-94 and 1994-95 respectively. In subsequent years, it showed a decline to 65 per cent in 1997-98. The remaining was spent on public works.

The expenditure incurred by the sample Zila Panchayats of Saharanpur and Sultanpur was added in Table IV.18 to obtain a aggregate expenditure pattern of Zila Panchayats in U.P. It became evident that out of the total expenditure of Zila Panchayats, largest amount was spent on the general administration during all the years from 1992-93 to 1997-98 except the years 1995-96 and 1996-97 when maximum expenditure was made on public works including roads. The expenditure on general administration was 42 per cent of total expenditure in 1992-93, followed by 35 per cent and 24 per cent on public works and public health and sanitation respectively. In 1993-94, expenditure on general administration increased to 62 per cent. The expenditure on public works also went up to 37 per cent while on public health and sanitation, it declined to 1 per cent. In 1994-95, the expenditure on general administration remained at 62 per cent while it declined to 32 per cent on public works and increased to 7 per cent on public health and sanitation. During the subsequent three years, around 1 per cent of total expenditure was incurred on public health and sanitation. The share of expenditure on general administration remained 43 per cent in 1995-96 and 35 per cent in 1996-97 and it increased to 67 per cent during 1997-98. The expenditure on public works was 56 per cent in 1995-96 which increased to 65 per cent in 1996-97 but declined to 32 per cent in 1997-98. Thus, it reflected that the Zila Panchayats in U.P. spent substantial part of their total expenditure on their general administration and it is increasing fastly.

TABLE IV.15 : EXPENDITURE OF SAHARANPUR ZILA PANCHAYAT: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|----------------------------------|---------------------|---------------------|---------------------|----------------------|----------------------|---------------------|
| 1. General Administration | 2230000 (29.81) | 2390000 (45.07) | 3997000 (43.22) | 3918000 (31.16) | 4125000 (20.43) | 4537000 (70.10) |
| 2. Public Health and Sanitation | 3227000 (43.14) | 155000 (2.92) | 1354000 (14.64) | 208000 (1.65) | 170000 (0.84) | 287000 (2.89) |
| 3. Public Works, Including Roads | 2023000 (27.05) | 2758000 (52.01) | 3897000 (42.14) | 8449000 (67.19) | 15899000 (78.73) | 1748000 (27.01) |
| TOTAL | 7480000 (100.00) | 5303000 (100.00) | 9248000 (100.00) | 12575000 (100.00) | 20194000 (100.00) | 6472000 (100.00) |

Source: Records of Saharanpur Zila Panchayat.

TABLE IV.16: EXPENDITURE OF SULTANPUR ZILA PANCHAYAT : 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|----------------------------------|---------------------|---------------------|----------------------|---------------------|---------------------|----------------------|
| 1. General Administration | 3482000 (55.72) | 5409000 (73.35) | 8766000 (76.86) | 5000000 (62.80) | 6107000 (64.54) | 6777000 (64.74) |
| 2. Public Health and Sanitation | -- | -- | -- | -- | -- | -- |
| 3. Public Works, Including Roads | 2767000 (44.28) | 1965000 (26.65) | 2639000 (23.14) | 2962000 (37.20) | 3355000 (35.46) | 3690500 (35.26) |
| TOTAL | 6249000 (100.00) | 7374000 (100.00) | 11405000 (100.00) | 7962000 (100.00) | 9462000 (100.00) | 10467500 (100.00) |

Source: Records of Sultanpur Zila Panchayat.

TABLE IV.17: EXPENDITURE BY ZILA PANCHAYATS IN U.P.

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|----------------------------------|----------------------|----------------------|----------------------|----------------------|----------------------|----------------------|
| 1. General Administration | 5712000 (41.61) | 7799000 (61.52) | 12763000 (61.80) | 8918000 (43.42) | 10232000 (34.51) | 11314000 (66.80) |
| 2. Public Health and Sanitation | 3227000 (23.50) | 155000 (1.22) | 1354000 (6.56) | 208000 (1.02) | 170000 (0.57) | 187000 (1.10) |
| 3. Public Works, including Roads | 21790000 (34.89) | 4723000 (37.26) | 6536000 (31.64) | 11411000 (55.56) | 19254000 (64.92) | 5438500 (32.10) |
| TOTAL | 13729000 (100.00) | 12677000 (100.00) | 20653000 (100.00) | 20537000 (100.00) | 29656000 (100.00) | 16939500 (100.00) |

Source: Based on Tables IV.15 and IV.16.

4.12 EXPENDITURE ON VARIOUS FUNCTIONS:

The expenditure incurred by all the Zila Panchayats in U.P. on performing various functions from 1990-91 to 1997-98 was obtained from the Monitoring Cell, Department of Panchayati Raj, Government of Uttar Pradesh and presented in Table IV.18. It reflected from the table that the Zila Panchayats in U.P. made more than 50 per cent of their total expenditure on only two functions viz., salary payment to their staff and maintenance of assets till 1995-96. Thereafter, the expenditure on these two functions declined to 38.16 per cent and 38.47 per cent of their total expenditure in 1996-97 and 1997-98 respectively. The remaining expenditure was made on various developmental functions assigned under grants from the State Government and District Rural Development Agency (DRDA). The TFC grant of Rs.423708 thousand of the years 1997-98 and 1998-99 provided additional revenue to perform various developmental functions. Thus, the Zila Panchayats in U.P. had made major part of their expenditure on general administration function since 1990-91 to till now but such expenditure showed a declining trend over the years. The expenditure over developmental related functions is evident to be increasing.

TABLE IV.18 : EXPENDITURE INCURRED BY ZILA PANCHAYATS ON VARIOUS FUNCTIONS IN U.P.: 1990-91 TO 1997-98

| FUNCTIONS | 1990-91 | 1991-92 | 1992-93 | 1993-94 |
|--------------------------------------|-------------------|-------------------|-------------------|-------------------|
| A. GENERAL ADMINISTRATION | | | | |
| (i) Salary of Staff | 135164 (43.32) | 150182 (42.53) | 166869 (40.44) | 187182 (38.80) |
| (ii) Terminal Benefits | | | | |
| (iii) Maintenance of Assets & Others | 77251 (24.76) | 85835 (24.30) | 107931 (26.16) | 104280 (21.61) |
| B. EXPENDITURE ON DEVELOPMENT GRANTS | | | | |
| (i) Grant from State Government | 82385 (26.40) | 98656 (27.93) | 116338 (28.19) | 95500 (19.79) |
| (ii) Others (DRDA) | 17210 (5.52) | 18515 (5.24) | 21510 (5.21) | 95515 (19.80) |
| TOTAL | 312010 (100) | 353188 (100) | 412648 (100) | 482477 (100) |

Contd....

Table IV.18 Contd....

| FUNCTIONS | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|---|------------------------------------|------------------------------------|------------------------------------|---------------------------------|
| A. GENERAL ADMINISTRATION | | | | |
| (i) Salary of Staff | 210358 (34.00) | 231394 (33.55) | 254533 (26.87) | 279986 (29.01) |
| (ii) Terminal Benefits | | | | |
| (iii) Maintenance of Assets & Others | 117790 (19.04) | 111656 (16.19) | 114433 (12.08) | 91281 (9.46) |
| B. EXPENDITURE ON DEVELOPMENT GRANTS | | | | |
| (i) Grant from State Government | 145918 (23.59) | 102484 (14.86) | 318389 (33.60) | 423708* (30.51) |
| (ii) Others (DRDA) | 144567 (23.59) | 244112 (35.40) | 260077 (27.45) | 105000 (10.88) |
| TOTAL | 618633 5.55 (100) | 689646 6.18 (100) | 947432 8.50 (100) | 965108** (100) |

Note: Amount (Rs. Thousand), Expenditure of TFC grant of two years 1997-98 and 1998-99 is shown in 1997-98 column.

** TFC grants of 1997-98 and 1998-99.

** The figures do not include the TFC Grants

Source: Monitoring Cell, Department of Panchayati Raj, Government of U.P., Lucknow.

4.13 PER CAPITA EXPENDITURE OF ZILA PANCHAYATS:

The total per capita expenditure of Zila Panchayats in U.P. showed an increasing trend during the period 1990-91 to 1997-98. It was Rs.2.80 in 1990-91 and Rs.8.66 in 1997-98. The per capita expenditure on salary payments was highest among all items of expenditure till 1994-95. After the 73rd amendment, the per capita expenditure from grants-in-aid and TFC grant became higher than per capita expenditure on general administration including salary payments. However, per capita expenditure on salaries remained higher than per capita expenditure from TFC and DRDA's grants. In this way what transpired from the per capita expenditure pattern is similar to the observation made in earlier section that expenditure of Zila Panchayats in U.P. has been substantial on general administration and it has been increasing over the years. This trend is needed to be checked in order to provide financial leverage to Zila Panchayats to fulfil the functional responsibilities reposed on them. The per capita expenditure of Zila Panchayats in U.P. on different items has been shown in Table IV.19.

TABLE IV.19 : PER CAPITA EXPENDITURE OF ZILA PANCHAYATS IN U.P: 1990-91 TO 1997-98

| ITEMS | 1990-91 | 1991-92 | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|--------------------------------------|---------|---------|---------|---------|---------|---------|---------|---------|
| A. GENERAL ADMINISTRATION | | | | | | | | |
| (i) Salary of Panchayat Staff | 1.21 | 1.35 | 1.50 | 1.68 | 1.89 | 2.08 | 2.28 | 2.51 |
| (ii) Maintenance of Assets & Others | 0.69 | 0.77 | 0.97 | 0.94 | 1.08 | 1.00 | 1.03 | 0.82 |
| B. EXPENDITURE ON DEVELOPMENT GRANTS | | | | | | | | |
| (i) Grant from State Government | 0.74 | 0.88 | 1.04 | 0.86 | 1.31 | 0.92 | 2.86 | 4.38 |
| (ii) TFC Grants | | | | | | | | |
| (iii) Others (DRDA) | 0.15 | 0.17 | 0.19 | 0.86 | 1.30 | 2.19 | 2.33 | 0.94 |
| TOTAL | 2.79 | 3.17 | 3.70 | 4.34 | 5.58 | 6.19 | 8.50 | 8.65 |

Source: Monitoring Cell, Directorate of Panchayati Raj, Government of U.P., Lucknow.

4.14 PER CAPITA EXPENDITURE OF SAMPLE ZILA PANCHAYATS:

The per capita expenditure of Saharanpur Zila Panchayat was Rs.4.25 in 1992-93 which increased to Rs.10.38 in 1997-98, showing a growth of 24 per cent per annum during the period. However, in 1997-98, it declined to Rs.3.25. In 1992-93, highest per capita expenditure of Rs.1.83 was made on public health and sanitation followed by Rs.1.27 on general administration and Rs.1.15 on public works including roads. The per capita expenditure on public health and sanitation by Saharanpur Zila Panchayat declined to a low level of Rs.0.09 in 1997-98 from Rs.1.83 in 1992-93. In 1995-96 and 1996-97, per capita expenditure on public works was Rs.4.45 and Rs.8.17 respectively but it decreased to Rs.0.88 in 1997-98. The per capita expenditure incurred by the Saharanpur Zila Panchayat did not show continuous increasing trend from 1992-93 to 1997-98 as evident in Table IV.20.

The per capita expenditure of Sultanpur Zila Panchayat had been lower than Saharanpur Zila Panchayat during all the years considered except in 1997-98, when it became higher by Rs.0.44. The total per capita expenditure of Sultanpur Zila Panchayat was Rs.2.49 in 1992-93 which increased to Rs.3.69 in 1997-98. It is reflected from Table IV.21 that among different items of expenditure, highest per capita expenditure of Rs.1.39 in 1992-93 was made on general administration and it went up to Rs.2.39 in 1997-98. The per capita expenditure on public works including roads varied from Rs.0.77 in 1993-94 to Rs.1.30 in 1997-98.

The per capita expenditure incurred by both the sample panchayats on different items during 1992-93 to 1997-98 was added in Table IV.22 to obtain the per capita expenditure of Zila Panchayats in U.P. The total per capita expenditure of Rs.3.22 was made by Zila Panchayats in U.P. in 1992-93 which increased to Rs.3.51 in 1997-98. There were some fluctuations also during the period. It is became evident that from 1992-93 to 1994-95, highest per capita expenditure of Rs.1.34 to

Rs.2.85 was made on general administration. In subsequent years, the situation increased in favour of public works but in 1997-98, per capita expenditure on general administration again became higher i.e., Rs.2.34 in comparison with per capita expenditure on public works i.e., Rs.1.13. The Zila Panchayats of U.P. spent a low per capita revenue of Rs.0.04 to Rs.0.76 on public health and sanitation.

**TABLE IV.20: PER CAPITA EXPENDITURE OF SAHARANPUR ZILA
PANCHAYAT: 1992-93 TO 1997-98**

| ITEMS | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
|---------------------------------|-------------|-------------|-------------|-------------|--------------|-------------|
| 1. General Administration | 1.27 | 1.32 | 2.16 | 2.06 | 2.12 | 2.28 |
| 2. Public Health and Sanitation | 1.83 | 0.09 | 0.73 | 0.11 | 0.09 | 0.09 |
| 3. Public works including roads | 1.15 | 1.53 | 2.10 | 4.45 | 8.17 | 0.88 |
| TOTAL | 4.25 | 2.94 | 4.99 | 6.62 | 10.38 | 3.25 |

Source: Based on Table IV.15

**TABLE IV.21 : PER CAPITA EXPENDITURE OF SULTANPUR ZILA
PANCHAYAT: 1992-93 TO 1997-98**

| ITEMS | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| 1. General Administration | 1.39 | 2.11 | 3.33 | 1.85 | 2.21 | 2.39 |
| 2. Public Health and Sanitation | -- | -- | -- | -- | -- | -- |
| 3. Public Works including Roads | 1.10 | 0.77 | 1.00 | 1.10 | 1.21 | 1.30 |
| TOTAL | 2.49 | 2.88 | 4.33 | 2.95 | 3.42 | 3.69 |

Source: Based on Table IV.6.

**TABLE V.22 : PER CAPITA EXPENDITURE OF ZILA PANCHAYATS IN
U.P.: 1992-93 TO 1997-98**

| ITEMS | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
|---------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| 1. General Administration | 1.34 | 1.78 | 2.85 | 1.94 | 2.17 | 2.34 |
| 2. Public Health and Sanitation | 0.76 | 0.04 | 0.30 | 0.05 | 0.04 | 0.04 |
| 3. Public Works Including Roads | 1.12 | 1.08 | 1.46 | 2.48 | 4.09 | 1.13 |
| TOTAL | 3.22 | 2.90 | 4.61 | 4.47 | 6.30 | 3.51 |

Source: Based on Table IV.17.

4.15 PER CAPITA EXPENDITURE ON VARIOUS FUNCTIONS:

The Zila Panchayats in U.P. made per capita expenditure of Rs.2.80 in 1990-91. It demonstrated continuous increase and reached to Rs.8.66 in 1997-98. The Zila Panchayats in U.P. made a higher per capita expenditure of Rs.1.21 on salary payment of their staff in 1990-91 as against Rs.0.69 on assets maintenance, Rs.0.74 on developmental functions under the grant from the State Government and Rs.0.15 per capita on the development functions sanctioned under the DRDA's grant. Such trend of per capita expenditure continued till 1994-95. In 1995-96 and 1996-97, per capita expenditure on DRDA's functions became higher i.e., Rs.2.19 and Rs.2.33 respectively than the salary payment, maintenance of assets and developmental functions under state government grants. In 1997-98, TFC grants enabled the Zila Panchayats in U.P. to make per capita expenditure of Rs.3.80 in comparison with Rs.2.51 on salary payment, Rs.0.82 on assets maintenance, Rs.4.38 under state government grants and Rs.0.94 under DRDA's programmes. On the whole, the per capita expenditure on general administration had been higher in comparison with developmental functions all through the years 1990-91 to 1997-98 as reflected from Table IV.23.

TABLE IV.23 : PER CAPITA EXPENDITURE INCURRED BY ZILA PANCHAYATS IN U.P. ON VARIOUS FUNCTIONS:
1990-91 TO 1997-98

| | 1990- 91 | 1991- 92 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
|---|-------------|-------------|-------------|-------------|-------------|-------------|-------------|---------------|
| A. GENERAL ADMINISTRATION | | | | | | | | |
| (i) Salary of Staff | 1.21 | 1.35 | 1.50 | 1.68 | 1.89 | 2.08 | 2.28 | 2.51 |
| (ii) Terminal Benefits | | | | | | | | |
| (iii) Maintenance of Assets & Others | 0.69 | 0.77 | 0.97 | 0.94 | 1.06 | 1.00 | 1.03 | 0.82 |
| B. EXPENDITURE ON DEVELOPMENT GRANTS | | | | | | | | |
| (i) Grant from State Government | 0.74 | 0.88 | 1.04 | 0.86 | 1.31 | 0.92 | 2.88 | 4.38 |
| (ii) TFC Grants | | | | | | | | 3.80* |
| (iii) Others (DRDA) | 0.15 | 0.17 | 0.19 | 0.86 | 1.30 | 2.19 | 2.33 | 0.94 |
| TOTAL | 2.79 | 3.17 | 3.70 | 4.34 | 5.58 | 6.19 | 8.52 | 8.65** |

Note: 1. Per Capita Expenditure of TFC grant of two years 1997-98 and 1998-99 is shown in 1997-98 column.

2. Figures do not include TFC grants.

Source: Monitoring Cell, Department of Panchayati Raj, Government of U.P., Lucknow.

4.16 REVENUE AND EXPENDITURE PATTERN:

The revenue-expenditure pattern of Zila Panchayats has been examined in Table IV.24. It reflected from the table that before 73rd amendment, the expenditure of Zila Panchayats in U.P. was more than their total revenue since 1990-91 to 1992-93. After that the Zila Panchayats could not utilise all the revenue that accrued to them from all sources except in the year 1996-97 when expenditure exceeded by Rs.46499 thousand. It indicated to the fact that after 73rd amendment, Zila Panchayats in U.P. could not fully use the increased revenue which was devolved to them in the form of state grants-in-aid, centrally sponsored schemes and TFC grants.

TABLE IV.24 : TOTAL REVENUE AND TOTAL EXPENDITURE OF ZILA PANCHAYATS IN U.P: 1990-91 TO 1997-98

| YEAR | TOTAL REVENUE | TOTAL EXPENDITURE | SURPLUS (+), DEFICIT (-) (REVENUE - EXPENDITURE) |
|---------|---------------|-------------------|---|
| 1990-91 | 291091 | 312010 | -20910 |
| 1991-92 | 323434 | 353188 | -29754 |
| 1992-93 | 378937 | 412648 | -33711 |
| 1993-94 | 598237 | 482477 | 115760 |
| 1994-95 | 703229 | 618633 | 84596 |
| 1995-96 | 755288 | 689646 | 65642 |
| 1996-97 | 900933 | 947432 | -46499 |
| 1997-98 | 1504314 | 965108 | 539206 |

Source: Based on tables IV.7 and IV.14

4.17 REVENUE-EXPENDITURE PATTERN OF SAMPLE ZILA PANCHAYATS:

The revenue-expenditure pattern of the sample Zila Panchayats as evident from the Table IV.25 showed that Saharanpur Zila Panchayat had surplus of revenue during 1992-93 to 1997-98 except in 1996-97 when its expenditure exceeded by Rs.1362055/-. The Sultanpur Zila Panchayat also had surplus revenue over expenditure during the period except in 1994-95 when it had deficit of Rs.4513000/-. On the whole, Zila Panchayats in U.P. had surplus revenue during 1992-93 to 1997-98 except in 1997-98.

TABLE IV.25: REVENUE SURPLUS (+) AND DEFICIT (-) OF SAMPLE ZILA PANCHAYATS

| YEAR | SAHARANPUR ZILA PANCHAYAT | SULTANPUR ZILA PANCHAYAT | U.P. |
|---------|------------------------------|-----------------------------|----------|
| 1992-93 | 5343269 | 193000 | 5536269 |
| 1993-94 | 73700421 | 1821000 | 9191044 |
| 1994-95 | 6239109 | -4513000 | 1726109 |
| 1995-96 | 2638674 | 175000 | 2813674 |
| 1996-97 | -1362055 | 1305000 | -57055 |
| 1997-98 | 16241852 | 1376200 | 17618052 |

Source: Based on Table IV.5, IV.6, IV.15, IV.16 and IV.17.

CHAPTER V

STAFF IN PANCHAYATI RAJ INSTITUTIONS OF U.P.

The Constitution 73rd Amendment Act, 1993 envisaged a substantial decentralisation of powers and functions vested in the State Government in favour of different PRI's. The intention has been to devolve suitable powers and functions to PRI's at each three levels. But to exercise powers and discharge functions, PRI's need to have adequate resource back-up both human and financial. In this context, it is desirable to look into the present staffing pattern of PRI's in U.P. and assess the adequacy of the staff to discharge functional responsibilities along with financial implication therefrom.

5.1 STAFF IN GRAM PANCHAYATS:

There is no uniform staff pattern in gram panchayats of U.P. Though, gram panchayats have been empowered to appoint such staff as may from time to time be necessary after seeking approval of prescribed authority but in practice there is hardly any staff with the Gram Panchayats. According to the information furnished by the Department of Panchayati Raj, Government of U.P., the Gram Panchayats have two types of staff. One is driver and others are the Peons/Sweepers/Watchmen. The state government has provided vehicles to the District Panchayati Raj Officers (DPRO's) and hence drivers have been appointed to drive these vehicles. It has been reported that the salary to the drivers are paid from the taxes collected by gram panchayats. In

reality these drivers are paid by the Department of Panchayati Raj, out of the revenue collected from the surcharge on land revenue. A total of 67 drivers were there in 1990-91 and the same number continued since then to 1997-98. It means that 67 DPRO's have drivers out of the total 83 DPRO's in the state. It has also been reported that some gram panchayats have peons/sweepers/watchmen. The salary of this staff is directly paid by gram panchayats. However, the number of this staff is quite inadequate taking into account the large number of gram panchayats in U.P. According to the Directorate of Panchayati Raj, Government of U.P., the Gram Panchayats had, 172 peons/sweepers/watchmen in 1990-91. Their number increased marginally till 1996-97. During 1997-98, the number of peons/sweepers/watchmen increased to 293. But there are 58,620 gram panchayats in U.P. at present. Keeping in view such a large number of gram panchayats, if there are only 293 peons/sweepers/watchmen at present with them, then the number of such staff is too inadequate. This staff is paid consolidated salary by the gram panchayats from their own sources. The staff position of the gram panchayats in U.P. as reported by the Directorate of Panchayati Raj, Government of U.P. has been shown in Table V.1.

5.2 STAFF IN SAMPLE GRAM PANCHAYATS:

The sample gram panchayats of Saharanpur and Sultanpur districts were enquired of their staff position. It was reported by all the four sample gram panchayats of the Saharanpur district that peons were appointed long back and they are still working. The gram panchayats of Sultanpur district informed that they do not have any type of staff. The staff status of sample gram panchayats has been shown in Table V.2.

TABLE V.1: STAFF OF GRAM PANCHAYATS IN U.P.: 1990-91 TO 1997-98

| DESIGNATION | STAFF SANCTIONED | STAFF IN POSITION | PAY SCALE | TOTAL EMOLUMENTS | SALARY PAID BY |
|-----------------------|---------------------|----------------------|--------------|---------------------|-------------------|
| 1990-91 | | | | | |
| Driver | 67 | 67 | Rs.950-1500 | Rs.1402.00 | State Government |
| Peon/Sweeper/Watchman | -- | 172 | -- | Rs. 467.00 | Gram Panchayat |
| 1991-92 | | | | | |
| Driver | 67 | 62 | Rs.950-1500 | Rs.1568.00 | State Government |
| Peon/Sweeper/Watchman | -- | 172 | -- | Rs. 495.00 | Gram Panchayat |
| 1992-93 | | | | | |
| Driver | 67 | 67 | Rs.950-1500 | Rs.1741.00 | State Government |
| Peon/Sweeper/Watchman | -- | 172 | -- | Rs.565 | Gram Panchayat |
| 1993-94 | | | | | |
| Driver | 67 | 67 | Rs.950-1500 | Rs.1927.00 | State Government |
| Peon/Sweeper/Watchman | -- | 173 | -- | Rs. 595.00 | Gram Panchayat |
| 1994-95 | | | | | |
| Driver | 67 | 67 | Rs.950-1500 | Rs.2101.00 | State Government |
| Peon/Sweeper/Watchman | -- | 176 | -- | Rs. 650. 00 | Gram Panchayat |
| 1995-96 | | | | | |
| Driver | 67 | 67 | Rs.3050-4590 | Rs.2895.00 | State Government |
| Peon/Sweeper/Watchman | -- | 175 | -- | Rs. 641.00 | Gram Panchayat |
| 1996-97 | | | | | |
| Driver | 67 | 67 | Rs.3050-4590 | Rs.3242.00 | State Government |
| Peon/Sweeper/Watchman | -- | 176 | -- | Rs. 714.00 | Gram Panchayat |
| 1997-98 | | | | | |
| Driver | 67 | 62 | Rs.3050-4590 | Rs.3321.00 | State Government |
| Peon/Sweeper/Watchman | -- | 293 | -- | Rs.1001.00 | Gram Panchayat |

Source: *Department of Panchayati Raj, Government of U.P., Lucknow.*

TABLE V.2 STAFF IN SAMPALE GRAM PANCHAYATS

| GRAM PANCHAYATS OF SAHARANPUR DISTRICT | STAFF | GRAM PANCHAYATS OF SULTANPUR DISTRICT | STAFF |
|---|-------|--|-------|
| 1. Mavikhurd | Peon | Kutta Suhapur | No |
| 2. Mankamau | Peon | Lohgi | No |
| 3. Salempur | Peon | Babhangaon | No |
| 4. Sherpur | Peon | Bansi | No |

Source: *Based on primary information.*

In regard to the functional devolution to Gram Panchayats in U.P. after 73rd amendment and accordingly to place the Staff of different departments of the State Government under the administrative control of Gram Panchayats, it is to be noted here that the government has issued many GO's after the acceptance of the Higher Power Committee's (HPC) recommendations to place the staff of various departments under PRI's including gram panchayats. But in reality, nothing has materialised as yet. It is a very uphill task on the part of the State Government to place the staff of line departments under the administrative control of PRI's. The recent government decision to place primary school teachers under the administrative control of gram panchayats could not materialise because the Teachers' Union opposed the move and teachers refused to work under the control and supervision of gram pradhans. The department of education also showed indifference and reluctance in this matter. As a result the government intention to strengthen the functional devolution to PRI's fell flat. The same situation prevails in case of placing the employees of other departments under the control of PRI's. Thus, it is a hard fact to mention here that the gram panchayats in U.P. did not have staff at

present which can help them to perform any of the functions as given to them after the 73rd constitutional amendment.

5.3 STAFF IN KSHETTRA PANCHAYATS:

At present, there are 904 Kshettra Panchayats in U.P. These kshettra panchayats were constituted after April, 1994 as per the amendment made in U.P. Kshettra Panchayats and Zila Panchayats Act, 1961. This is the middle tier of the panchayati raj system and all the functions have been assigned to it as provided in the 'Eleventh Schedule'. However, Kshettra Panchayats have not been authorised to levy any tax fee etc. at their own and grants-in-aid have also not been provided except a very meagre proportion of JRY grant has been given to them. As a result, kshettra panchayats in U.P. do not have their own staff. Kshettra Panchayat Pramukhs and its members take the services of staff posted at the development block who draw salary from their respective departments.

5.4 STAFF IN ZILA PANCHAYATS:

Zila panchayats like gram panchayats have been empowered to levy various taxes, fees etc. As a result, Zila Panchayats have substantial income from the tax and non-tax revenue sources besides government grants in aid. In order to discharge various functions, Zila Panchayats have large number of staff of different categories. The staff included Upper Mukhya Adhikari, Karya Adhikari, Engineer, Jr. Engineer, Tax Officer, Class-III and Class-IV employees. A review of the staff position of all Zila Panchayats in U.P. as shown in Table V.3 indicated that from 1990-91 to 1999-98, the number of staff in position remained exactly the same of the number of the staff sanctioned. The other

TABLE V.3 STAFF OF ZILA PANCHAYATS IN U.P.: 1990-91 TO 1997-98

| PARTICULAR | APPER MUKHYA ADHIKARI | KARYA ADHIKARI | ENGINEER | MEDICAL OFFICER |
|------------------------------|--------------------------|-------------------|-----------|--------------------|
| <u>1990-91</u> | | | | |
| STAFF SANCTIONED | 63 | 63 | 63 | 225 |
| STAFF IN POSITION | 63 | 63 | 63 | 225 |
| PAY SCALE | 3000-4500 | 2200-4000 | 2200-4000 | 1400-2600 |
| TOTAL EMOLUMENTS (ANNUAL) | 5792850 | 4294846 | 4294846 | 10854000 |
| <u>1991-92</u> | | | | |
| STAFF SANCTIONED | 63 | 63 | 63 | 225 |
| STAFF IN POSITION | 63 | 63 | 63 | 225 |
| PAY SCALE | 3000-4500 | 2200-4000 | 2200-4000 | 1400-2600 |
| TOTAL EMOLUMENTS (ANNUAL) | 6437015 | 4772433 | 4772433 | 12660965 |
| <u>1992-93</u> | | | | |
| STAFF SANCTIONED | 63 | 63 | 63 | 225 |
| STAFF IN POSITION | 63 | 63 | 63 | 225 |
| PAY SCALE | 3000-4500 | 2200-4000 | 2200-4000 | 1400-2600 |
| TOTAL EMOLUMENTS (ANNUAL) | 7152167 | 5302650 | 5302650 | 13400938 |
| <u>1993-94</u> | | | | |
| STAFF SANCTIONED | 63 | 63 | 63 | 225 |
| STAFF IN POSITION | 63 | 63 | 63 | 225 |
| PAY SCALE | 3000-4500 | 2200-4000 | 2200-4000 | 1400-2600 |
| TOTAL EMOLUMENTS (ANNUAL) | 8022586 | 5947983 | 5947983 | 15031832 |
| <u>1994-95</u> | | | | |
| STAFF SANCTIONED | 63 | 63 | 63 | 225 |
| STAFF IN POSITION | 63 | 63 | 63 | 225 |
| PAY SCALE | 3000-4500 | 2200-4000 | 2200-4000 | 1400-2600 |
| TOTAL EMOLUMENTS (ANNUAL) | 9015782 | 6684383 | 6684383 | 16892773 |

Contd.....

Table V.3 Contd....

| PARTICULAR | APPER MUKHYA AHDIKARI | KARYA ADHIKARI | ENGINEER | MEDICAL OFFICER |
|------------------------------|--------------------------|-------------------|-----------|--------------------|
| <u>1995-96</u> | | | | |
| STAFF SANCTIONED | 65 | 65 | 65 | 225 |
| STAFF IN POSITION | 65 | 65 | 65 | 225 |
| PAY SCALE | 3000-4500 | 2200-4000 | 2200-4000 | 2200-4000 |
| TOTAL EMOLUMENTS (ANNUAL) | 9917360 | 7352777 | 7352777 | 18582050 |
| <u>1996-97</u> | | | | |
| STAFF SANCTIONED | 68 | 68 | 68 | 225 |
| STAFF IN POSITION | 68 | 68 | 68 | 225 |
| PAY SCALE | 3000-4500 | 2200-4000 | 2200-4000 | 2200-4000 |
| TOTAL EMOLUMENTS (ANNUAL) | 10909096 | 8088055 | 8088055 | 20440255 |
| <u>1997-98</u> | | | | |
| STAFF SANCTIONED | 68 | 68 | 68 | 225 |
| STAFF IN POSITION | 68 | 68 | 68 | 225 |
| PAY SCALE | 3000-4500 | 2200-4000 | 2200-4000 | 2200-4000 |
| TOTAL EMOLUMENTS (ANNAL) | 12000006 | 8896860 | 8896860 | 20440255 |

Contd.....

Table V.3 Contd....

| PARTICULAR | JR. ENGINEER | TAX OFFICER | CLASS III | CLASS IV |
|------------------------------|-----------------|----------------|--------------------------|------------------------|
| 1990-91 | | | | |
| STAFF SANCTIONED | 188 | 63 | 3650 | 2056 |
| STAFF IN POSITION | 188 | 63 | 3650 | 2056 |
| PAY SCALE | 1400-2300 | 1400-2600 | 950-1500 TO 1200-2040 | 750-940 TO 775-1025 |
| TOTAL EMOLUMENTS (ANNUAL) | 6831336 | 2108358 | 71463420 | 29524344 |
| 1991-92 | | | | |
| STAFF SANCTIONED | 188 | 63 | 3650 | 2056 |
| STAFF IN POSITION | 188 | 63 | 3650 | 2056 |
| PAY SCALE | 1400-2300 | 1400-2600 | 950-1500 TO 1200-2040 | 750-940 TO 775-1025 |
| TOTAL EMOLUMENTS (ANNUAL) | 7590981 | 2342807 | 79410152 | 32795214 |
| 1992-93 | | | | |
| STAFF SANCTIONED | 188 | 63 | 3650 | 2056 |
| STAFF IN POSITION | 188 | 63 | 3650 | 2056 |
| PAY SCALE | 1400-2300 | 1400-2600 | 950-1500 TO 1200-2040 | 750-940 TO 775-1025 |
| TOTAL EMOLUMENTS (ANNUAL) | 8434339 | 2603093 | 88232620 | 36440542 |
| 1993-94 | | | | |
| STAFF SANCTIONED | 188 | 63 | 3650 | 2056 |
| STAFF IN POSITION | 188 | 63 | 3650 | 2056 |
| PAY SCALE | 1400-2300 | 1400-2600 | 950-1500 TO 1200-2040 | 750-940 TO 775-1025 |
| TOTAL EMOLUMENTS (ANNUAL) | 9460797 | 2919890 | 98970530 | 40880399 |
| 1994-95 | | | | |
| STAFF SANCTIONED | 188 | 63 | 3650 | 2056 |
| STAFF IN POSITION | 188 | 63 | 3650 | 2056 |
| PAY SCALE | 1400-2300 | 1400-2600 | 950-1500 TO 1200-2040 | 750-940 TO 775-1025 |
| TOTAL EMOLUMENTS (ANNUAL) | 10632044 | 3281372 | 111223082 | 45944261 |

Contd.....

Table VI.3 Contd....

| PARTICULAR | JR. ENGINEER | TAX OFFICER | CLASS III | CLASS IV |
|------------------------------|-----------------|----------------|--------------------------|------------------------|
| <u>1995-96</u> | | | | |
| STAFF SANCTIONED | 188 | 63 | 3650 | 2056 |
| STAFF IN POSITION | 188 | 63 | 3650 | 2056 |
| PAY SCALE | 1400-2300 | 1400-2600 | 950-1500 TO 1200-2040 | 750-940 TO 775-1025 |
| TOTAL EMOLUMENTS (ANNUAL) | 11695249 | 3609509 | 122345390 | 50538687 |
| <u>1996-97</u> | | | | |
| STAFF SANCTIONED | 188 | 63 | 3650 | 2056 |
| STAFF IN POSITION | 188 | 63 | 3650 | 2056 |
| PAY SCALE | 1400-2300 | 1400-2600 | 950-1500 TO 1200-2040 | 750-940 TO 775-1025 |
| TOTAL EMOLUMENTS | 12864774 | 3970460 | 134579929 | 55592556 |
| <u>1997-98</u> | | | | |
| STAFF SANCTIONED | 188 | 63 | 3650 | 2056 |
| STAFF IN POSITION | 188 | 63 | 3650 | 2056 |
| PAY SCALE | 1400-2300 | 1400-2600 | 950-1500 TO 1200-2040 | 750-940 TO 775-1025 |
| TOTAL EMOLUMENTS (ANNUAL) | 14151251 | 4367506 | 140037922 | 63195338 |

Source: *Monitoring Cell, Department of Panchayati Raj, Government of U.P., Lucknow*

important feature is that the Class-III and Class-VI employees constituted around 90 per cent of all the employees in Zila Panchayats. Hence in the total expenditure on general administration of Zila Panchayats in U.P., the share of salary payment to Class-III and IV employees always constituted around 75 per cent from 1990-91 to 1998-99. Besides, salary bill of such a large number of employees of Zila Panchayats accounted around 70 per cent of tax and non-tax revenues of Zila Panchayats from 1990-91 to 1998-99. The situation has assumed a serious dimension to the extent that several Zila Panchayats in U.P. are unable to pay the salary to their staff regularly due to the paucity of funds. There is consistent demand also that all the employees of Zila Panchayats should be treated as the State Government employees and the State Government should bear the salary expenditure of all Zila Panchayat employees. The Staff Finance Commission also examined this issue and observed that the expenditure on salary payment to employees of Zila panchayats in U.P. is abnormally high and there is need to curtail this expenditure. The commission also noted that the employees of Zila Panchayats cannot made State Government employees merely because the salaries of employees are not paid regularly.* What is to be noted is that (i) the Zila Panchayats in U.P. are overstaffed, (ii) salary payment is abnormally high, consuming most of the own income of Zila Panchayats on the salary payment and (iii) the majority of staff is in Class-III and Class-IV groups which in no way is competent to perform any of the functions assigned to Zila Panchayats after 73rd Constitutional Amendment.

* *State Finance Commission, Final Report, Vol.I, December, 1996, pp. 306-307.*

5.5 STAFF IN SAMPLE ZILA PANCHAYATS:

The sample Zila Panchayat of Saharanpur which is one of the few largest income generating Zila Panchayats in U.P., has the total staff strength of 112 employees at present. Among these, the number of Class-III and IV is quite substantial. All the employees are paid salary from the own fund of Saharanpur Zila Panchayat. In other sample Zila Panchayat of Sultanpur, 36 employees are there and here again class-III and IV employees are large in number. The employees are paid from the own fund of Sultanpur Zila Panchayat but the salary payment is not regular due to financial crunch. The staff position of sample Zila Panchayats has been shown in Table V.4.

It has been observed that the aggregate staff strength in all the Zila Panchayats of U.P. is abnormally high. As a result, the salary payment as percentage of total expenditure from own sources is quite high, leaving a meagre amount with Zila Panchayats to spent on developmental activities of their own choice. The same scenario is evident in case of sample Zila Panchayats of Saharanpur and Sultanpur. One more fact has come to the light that the salary payment to the staff of Zila Panchayats is high in general and the problem is of very serious dimension in case of those Zila Panchayats whose financial position is weak due to their location in backward areas of the State. For instance, Saharanpur Zila Panchayat is one of the few Zila Panchayats in U.P. which has high resource generation and strong financial position. In this Zila Panchayat, salary payment as percentage of total expenditure from own sources is found to vary from 34 per cent in 1994-95 to 48 per cent in 1997-98. On other hand, Sultanpur Zila Panchayat is located in

TABLE V.4 STAFF IN SAMPLE ZILA PANCHAYATS

| DESIGNATION | PAY-SCALE | SALARY PAID BY | PRESENT NUMBER | |
|------------------------|-------------|-------------------|---------------------------------|--------------------------------|
| | | | SAHARANPUR ZILA PANCHAYAT | SULTANPUR ZILA PANCHAYAT |
| UPPER MUKHYA ADHIKARI | 10000-15000 | OWN FUND | 1 | 1 |
| KARYA ADHIKARI | 8000-13500 | OWN FUND | 1 | - |
| TAX OFFICER | 5000-8000 | OWN FUND | 1 | - |
| ENGINEER | 8000-13500 | OWN FUND | 1 | - |
| MEDICAL OFFICER | 8000-13500 | OWN FUND | 3 | 1 |
| JUNIOR ENGINEER | 4500-7000 | OWN FUND | 4 | 3 |
| ADMINISTRATIVE OFFICER | 4500-7250 | OWN FUND | 1 | - |
| ACCOUNTANT | 4500-7000 | OWN FUND | 1 | 1 |
| HEAD CLERK | 4000-6000 | OWN FUND | 2 | - |
| TAX SUPERINTENDENT | 4000-6000 | OWN FUND | 1 | - |
| TAX REVENUE INSPECTOR | 3200-4900 | OWN FUND | 6 | - |
| ASSISTANT ACCOUNTANT | 4000-6000 | OWN FUND | 1 | - |
| Ist GRADE CLERK | 3200-4900 | OWN FUND | 5 | 7 |
| STORE KEEPER | 3200-4900 | OWN FUND | 1 | - |
| CASHIER | 3200-4900 | OWN FUND | 1 | - |
| II GRADE CLERK | 3050-4590 | OWN FUND | 9 | - |
| DRAFTSMAN | 4000-6000 | OWN FUND | 1 | - |
| TAX COLLECTOR (AMN.) | 2750-4400 | OWN FUND | 12 | 2 |
| COMPOUNDER | 2750-4400 | OWN FUND | 5 | - |
| DAFTAREES | 3050-4590 | OWN FUND | 1 | - |
| JAMADAR | 3050-4590 | OWN FUND | 2 | - |
| PEON | 2550-3200 | OWN FUND | 35 | 16 |
| SWEEPER | 2550-3200 | OWN FUND | 8 | - |
| VACCINATOR | 2750-4400 | OWN FUND | 3 | 1 |
| ACCOUNT CLERK | 3200-4900 | OWN FUND | 2 | - |
| CAR-JEEP DRIVER | 3050-4590 | OWN FUND | 3 | 3 |
| ROAD ROLLER DRIVER | 3050-4590 | OWN FUND | 1 | - |
| POND KEEPER | 2650-4000 | OWN FUND | - | 1 |
| TOTAL | | | 112 | 36 |

Source: Based on Primary Information.

the economically backward eastern region of the state, endowed with poor resources but its staff salary payment constituted around 72 per cent of the total expenditure made from own sources in 1992-93 and the salary payment over the years has showed an increasing trend reaching to a high level of 86 per cent in 1997-98 as reflected from the Table V.5. Therefore such trend is the indicative of the fact that majority of Zila Panchayats in U.P. which are endowed with poor resources and are experiencing serious financial difficulties are not in a position to plan for development at their own level because whatever they are earning from own sources of taxes and non-taxes are being paid to their staff as salary. Hence the staff restructuring is to be planned on priority basis by Zila Panchayats are to function according to the responsibilities bestowed upon them after 73rd amendment.

TABLE V.5 SALARY PAYMENT AS PERCENTAGE OF TOTAL EXPENDITURE FROM OWN SOURCES IN SAMPLE ZILA PANCHAYATS

| YEAR | SAHARANPUR ZILA PANCHAYAT | SULTANPUR ZILA PANCHAYAT |
|---------|------------------------------|-----------------------------|
| 1992-93 | 43.90 | 71.80 |
| 1993-94 | 47.22 | 75.61 |
| 1994-95 | 33.50 | 85.71 |
| 1995-96 | 45.46 | 85.37 |
| 1996-97 | 46.39 | 85.39 |
| 1997-98 | 48.32 | 85.52 |

Source: *Saharanpur and Sultanpur Zila Panchayats.*

CHAPTER VI

FINANCIAL DEVOLUTION AND ACTION TAKEN BY THE GOVERNMENT OF U.P.

The Government of Uttar Pradesh appointed a State Finance Commission to study and recommend the devolution of net proceeds of taxes, tolls and fees leviable by the State to PRI's in pursuance of the 73rd and 74th amendment to the constitution.

The State Finance Commission submitted its interim report in December, 1995 and final report in December, 1996. The Commission gave several recommendations in relation to financial devolution to PRI's. The Government of Uttar Pradesh has accepted some of the recommendations and taken action thereon. The followings are the main recommendations of the SFC:

6.1 SFC'S RECOMMENDATIONS:

- (i) As the Panchayati Raj Institutions are not able to levy and collect Tax and Non-tax Revenue for which they are already authorised, the Commission was of the view that assignment of new taxes to them will not be proper, as these taxes will meet the same fate as already assigned taxes have and the State Government might lose substantial part of their revenues.

- (ii) As the system of grants-in-aid being discretionary, generates a sense of financial irresponsibility in the rural local bodies, the Commission recommended that the present system of grants-in-aid to rural local bodies be done away with. Instead they may be given a share in the net proceeds of State taxes.
- (iii) As in the case of devolution of funds to the urban local bodies, the Commission also recommended devolution of funds to the Panchayati Raj institutions directly by the State Finance Department.
- (iv) The Commission recommended that for better maintenance of rural water supply schemes, funds should be made available to rural panchayats directly. If this could not be done right now, then necessary funds to Jal Nigam for maintenance should be routed out through the rural local bodies and rural panchayats be empowered to exercise supervision and control over the maintenance works being carried out by Jal Nigam.
- (v) The maintenance of public lamp posts which is being carried out by the State Electricity Board in the rural areas, may continue to be carried out by the State Electricity Board, but village panchayats should exercise proper supervision over their maintenance so that it could be ensured that public lamp-posts in the rural areas function properly. For this purpose, the Gram Panchayats should pay to the Electricity Board out of the Commission's scheme of devolution.
- (vi) The Commission recommended that 3 per cent of net proceeds of State's total tax revenues in 1996-97, which would roughly come to Rs.162.00 crore, may be earmarked for devolution of funds to rural local bodies in 1996-97.

- (vii) The Commission also recommended that an amount equal to land revenue, which at present is being earmarked for rural local bodies partly on Non-Plan Account and partly on Plan Account, should be done away with.
- (viii) The State Government is already bearing the burden of payment of salary of Gram Panchayat Adhikaris, which may continue to be born by the State Government.
- (ix) The Commission recommended that out of 3 per cent of net proceeds of State taxes (which is of the order of Rs.162.00 crore), 1/5 thereof should be earmarked for Zila Panchayats and the balance 4/5 for Gram Panchayats.
- (x) As higher devolution of funds from Non-Plan side has been recommended to enable the rural local bodies to carry out their non-plan functions of maintenance, etc., the Commission recommended that provisions for grants-in-aid on non-plan side in the budget to rural local bodies should be done away with, including the provision for grants equivalent to the amount of land revenue (Non-Plan and Plan).
- (xi) The Commission recommended the criteria of 80 per cent population and 20 per cent area for devolution of net proceeds of State's tax revenues to rural local bodies and determined their inter-se percentage share accordingly in 1/5 of net proceeds earmarked for Zila Panchayats and 4/5 of net proceeds earmarked for Gram Panchayats.

- (xii) As the data regarding population and area of newly established each Gram Panchayat in a district is not available with the Panchayati Raj Department. The Commission recommended that the amounts thus to be distributed by them and earmarked for Gram Panchayats, be deposited in the respective Kshettra Nidhi. Out of that Kshettra Nidhi, necessary funds for each Gram Panchayat on the basis of the above formula (80 per cent population and 20 per cent area) may be drawn and placed at its disposal.

- (xiii) In relation to grants-in-aid on Plan side, the Commission has observed that as they are non-recurring in nature, it is not possible to anticipate the likely shape of things to come in regard to such non-recurring items of expenditure. The Commission has, however, observed that as per Eleventh Schedule of the Constitution of India, activities/functions which can be entrusted to the rural local bodies for which Administrative Reforms and Decentralisation Commission has already submitted its recommendations to the State Government, is under consideration of the State Government and as and when the State Government takes a decision on it, funds for activities/functions would also be passed on to the rural local bodies. Similarly the Commission has observed that in relation to Central sponsored and Central Sector Schemes, the existing system in grants-in-aid would need to be continued.

- (xiv) In regard to the grants-in-aid of Rs.189.88 crore recommended by Tenth National Finance Commission, the State Commission has observed that as it would be an additionally to the funds being provided by the State Government, the Commission recommended that an amount equal to Tenth National Finance Commission's grants-in-aid of Rs.189.88 crore per annum from 1996-97 and

onwards should be made available to rural local bodies by way of State's matching contribution.

- (xv) Although the Tenth Finance Commission's grant along with State's matching share to the rural local bodies would essentially form part of State's District Plans, the distribution of the amounts to the rural local bodies district-wise has to be made in accordance with the indicators that have been adopted by the State Government for formulation of District Plans in the plain and hill areas of the State. The Commission has noted that the indicators for allocation in plain areas District Plan give weightage of 50 per cent to total population. Observing that instead of taking the total population of a district into consideration, it would be better to take into account only the rural population of the district, the Commission refraining from tinkering with this decision has, however, recommended that this matter should be brought to the notice of the State Government for consideration.
- (xvi) In the absence of a clear-cut decision of the State Government regarding transfer of activities and functions listed in the Eleventh Schedule of the Constitution, the Commission recommended ad hoc distribution of the amount of each district between Zila Panchayats and Gram Panchayats only and has further recommended that out of each district allocation, 20 per cent should be for Zila Panchayat and remaining 80 per cent should be earmarked for Gram Panchayats in that district.
- (xvii) The formula for distribution, which is on the basis of 80 per cent population and 20 per cent area, has been recommended to be applied to the amount made available as per recommendations of

Tenth National Finance Commission along with State's matching contribution. The amount thus to be allocated to each Gram Panchayat should be deposited in Kshettra Nidhi where from it should be distributed to the Gram Panchayats on the basis of above formula.

- (xviii) Reiterating the earlier recommendation in the Interim Report for non-plan devolution of funds to Zila Panchayats, the Commission concluded that the amount recommended to be made available to Zila Panchayats for maintenance of assets, etc. would not only be adequate but would also leave some surplus which can be utilised in various development works.
- (xix) Reiterating its earlier recommendation in the Interim Report for devolution of funds on non-plan side to Gram Panchayats, the Commission suggested a small modification in favour of Kshettra Panchayats. The Commission recommended that in case Kshettra Panchayats are entrusted with the responsibilities of maintenance of some capital assets, etc. which at present are supposed to be looked after by Gram Panchayats or any such statutory body, then 10 per cent of the non-plan devolution should be earmarked for Kshettra Panchayats out of the Gram Panchayats' share and inter-see distribution of said amount between Kshettra Panchayats should be on the same criteria/formula which has been recommended in the Interim Report for Zila Panchayats and Gram Panchayats.
- (xx) Recommendations in the Interim Report about State and Centrally sponsored schemes on the Plan side to rural local bodies should be taken as final.

- (xxi) Recommendation contained in the Interim Report about distribution of grants to rural local bodies recommended by the Tenth National Finance Commission is to be slightly modified so that in case some activities/functions are assigned to Kshettra Panchayats, then 10 per cent of the amount out of the 80 per cent earmarked for Gram Panchayats are made available to Kshettra Panchayats, i.e., 70 per cent remain with Gram Panchayats and 10 per cent be earmarked for Kshettra Panchayats.
- (xxii) The Commission recommended that levy of circumstances and property tax should be made obligatory for all the Zila Panchayats so that none of the Zila Panchayat is left with any option in the matter.
- (xxiii) Observing that every Zila Panchayat has tax collection staff and they are also overburdened with staff expenditure, the Commission recommended that the staff should be properly engaged in the recovery of circumstances and property taxes and its coverage enhanced. The Commission has also suggested that the maximum limit of Rs.2,000/- should be done away with.
- (xxiv) It is recommended that Zila Panchayats besides undertaking revision of rates of licence and other fees, etc. should also pay greater attention to recover their dues through proper follow up. The Kshettra Panchayats and Zila Panchayats Act, 1961 as amended by 1994 Act gives wide powers to Zila Panchayats for effective recovery of their dues.
- (xxv) As Gram Panchayats are not utilising to the full potential of income from surcharge on land revenue, the Commission recommended that the demand for surcharge on land revenue that may be raised

by Gram Panchayats should be collected by revenue machinery of the State Government along with the demand for Land Revenue. It is also recommended that the minimum rate of surcharge on land revenue specific in the Act be totally done away with and all Gram Panchayats are made to levy this surcharge at the maximum prescribed rate of 50 per cent of land revenue. This will do away with the discretion which Gram Panchayats have at present in the matter of levy of surcharge on land revenue within the minimum and maximum range prescribed for the purpose. It is further recommended that the amount of surcharge on land revenue that is collected by the revenue staff should not be passed on Gram Panchayat-wise on the basis of origin of collection but instead 0.25 per cent of net proceeds of State taxes be earmarked for devolution to Gram Panchayats and the amount distributed on the same criteria which the Commission has recommended for devolution to them out of their share in 3 per cent of net proceeds of State's tax revenues.

- (xxvi) It has been observed that presently land holdings upto 3.125 acres are exempt from land revenue. The Commission, however, finds no justification for exempting such holdings from surcharge on land revenue as the services being rendered by Gram Panchayats benefit each and every land holder in the Gram Panchayat.
- (xxvii) Observing that with the 73rd amendment to the Constitution, Gram Panchayats are part of the three tier panchayati raj institutions and have become autonomous units and it is expected of them to render different services to the people of the area at least at a minimum desirable level, which is possible only when Gram Panchayats on their part become alive to the need for raising resources on their own and utilise to the maximum extent the powers already conferred on

them for the purpose. The Commission recommended that Gram Panchayats should in addition be empowered to impose a levy on the use of pumpsets as also a levy on use of tractors in rural areas.

(xxviii) Observing that because some of the Zila Panchayats are not able to pay the salaries of their employees regularly, the Commission was of the view that they cannot be made Government employees. Further, in view of increased devolution to Zila Panchayats coupled with measures suggested by the Commission to improve their resources including economy in expenditure on employees which is abnormally high, it should enable Zila Panchayats to pay salaries of their employees regularly.

(xxix) The Commission recommended that Zila Panchayats should be empowered to award the contracts/lease of tanks, etc. of 2 hectares and above for pisciculture purposes. Since this would result in diversion of revenue of Gram Panchayats to Zila Panchayats, it is also suggested that 50 per cent of income from such contracts/lease should be passed on by the Zila Panchayats to the concerned Gram Panchayats so that they are not deprived of the revenue which legitimately belongs to them.

(xxx) In order to bring about uniformity in levy of taxes by the Panchayati Raj Institutions, the Commission recommended that instead of having two sets of enactments, namely U.P. Kshettra Panchayat and Zila Panchayat Act, 1961 and U.P. Panchayati Raj Act 1947, there should be one common legislation for panchayati raj institutions so that different ambiguities are done away with and every panchayati raj institution has the same set of legal provisions throughout the State.

- (xxxi) The Commission recommended that a Committee of experts should go into the question of re-organising the administrative structure, etc. of panchayati raj institutions including different directorates/units.
- (xxxii) It was recommended that a separate nucleus or cell be set up in the Panchayati Raj Department of the State Government to gather, on regular basis, information relating to the revenue and expenditure of Panchayati Raj institutions so that the information thus collected is analysed and well documented for internal use and for the use of Legislature and public and future State Finance Commissions to be appointed under Article 243(I)/243(Y).
- (xxxiii) The Commission suggested that a minimum population of 5,000 be adopted as a norm for constituting a Gram Panchayat so that their number is reduced and they may become economically and administratively viable units of Local Self Government.
- (xxxiv) Observing that the conditions in which Panchayati Raj Finance Development Corporation was set up in 1973 no longer exist now and that it has not served the purpose for which it was set up, the Commission recommended that it would be desirable to wind up this Corporation.
- (xxxv) The Commission recommended that the outstanding loans given for sanitation and water supply amounted to Rs.22.72 lakh of principal and about Rs.46.77 lakh of interest as on 31.3.1994, may be converted into grant. It is also suggested that before converting each loan into grant, due scrutiny of each loan will have to be made as has been recommended by the Commission in regard to loans of urban local bodies.

6.2 ACTION TAKEN BY THE GOVERNMENT:

- (i) The Government of Uttar Pradesh has decided to devolve four per cent share of the net proceeds of state total tax revenue in place of 3 per cent as recommended by the SFC to PRI's since 1st April 1997.
- (ii) The Government has accepted the SFC's recommendation that no new tax, fee etc. should be imposed or transferred to the PRI's. The PRI's may impose any tax/fee as given in the act.
- (iii) The district devolution of fund by the department of finance to the PRI's since 1997 onwards has been accepted with the condition that the administrative departments will monitor the proper use of devolved fund and will be responsible for its proper use.
- (iv) Since rural local bodies have no water supply and street light arrangements, therefore, the Department of Finance will withhold the amount to be provided to PRI's for both these purposes and will make direct payment to Jal Nigam and U. P. State Electricity Board. Later on, the adjustment will be made according to the actual expenditure.
- (v) The expenditure incurred on the maintenance of lamp-posts will be directly paid to U.P. State Electricity Board.
- (vi) The Government has decided to devolve 1/5th and 4/5th of the four percent of Net proceeds of tax revenue to Zila Panchayat and Gram Panchayats respectively.

- (vii) The Government has accepted that the amount equal to land revenue on Plan & Non-Plan Account is to be discontinued. The State Government will continue to bear the salary payments of Gram Panchayat Adhikaris.
- (viii) The Government has decided to distribute the four per cent of State tax revenue to Zila Panchayat & Gram Panchayats in the ratio of 1/5 and 4/5, on the basis of 80 per cent population and 20 per cent area. The Department of Finance will release the amount which will be credited in the PLA Account of the Panchayati Raj Adhikari for its further distribution among Gram Panchayats.
- (ix) The State Government has accepted to provide matching grant per year to rural local bodies, equivalent to Rs.189.88 crores of TFC Grant. This matching grant will be apart from the devolution of state tax revenue.
- (x) The Government has accepted the devolution formula as recommended by SFC. Out of the 80 per cent amount to be devolved to Gram Panchayats, 10 per cent would be devolved to Kshettra Panchayats.
- (xi) The Government has decided to impose surcharge on land revenue even on land less than 3.125 acres.
- (xii) The Government has taken decision that the Panchayats must impose all taxes as provided in the Act and expert committee should be constituted for the restructuring of Panchayati Raj institutions including Directorate of Panchayati Raj and its various units.

CHAPTER VII

CORE FUNCTIONS OF PRI's IN U.P.

Under the existing Panchayati Raj System in U.P., Gram Panchayats have been assigned thirty (30) obligatory functions. The list of these functions tallies with the 'Eleventh Schedule'. The details have been shown in the Table I.1. The functional responsibilities of kshettra and Zila panchayats as assigned in the new Act also tally with the 'Eleventh Schedule' as shown in the Table II.2 and II.3. The gram panchayats and Zila Panchayats have been empowered to levy various taxes and non-taxes. However, kshettra panchayats have not been empowered to levy any tax or non-tax. Kshettra Panchayats do not have separate budget of their own and the budget of the development blocks is actually the budget of kshettra panchayats.

The PRI's in their present status in U.P., at each of the three levels, are not capable enough to perform all the functions as assigned to them in the new Act. Therefore, some 'Core Functions' are to be identified which may be devolved to PRI's. The Eleventh Finance Commission, Government of India with the National Institute of Rural Development, Hyderabad as nodal agency initiated studies across states to study Functional and Financial Devolution on PRI's. The EFC and NIRD with collaborating Research Organisations (CRO's) held a workshop on November 20, 1998 to discuss various issues of the study particularly to identify core functions and method of estimation of gross and net financial requirement in performing these core functions. The following core functions were identified for each of the three tiers of PRI's.

TABLE VII.1 : IDENTIFIED CORE FUNCTIONS OF PANCHAYATI RAJ INSTITUTIONS

| LEVEL OF PANCHAYAT | CORE FUNCTIONS IDENTIFIED |
|-----------------------|--|
| 1. GRAM PANCHAYAT | <ol style="list-style-type: none"> 1. Drinking Water Supply 2. Public Health and Sanitation 3. Street Lighting 4. Village Roads 5. Maintenance of Community Assets |
| 2. KSHETTRA PANCHAYAT | <ol style="list-style-type: none"> 1. Primary Education 2. Inter-Panchayat Roads 3. Primary Health Care (PHC and Sub-Centre) 4. Veterinary Services (Veterinary hospital and Sub-Centre) 5. Minor Irrigation 6. Protected Water Supply 7. Maintenance of Community Assets |
| 3. ZILA PANCHAYAT | <ol style="list-style-type: none"> 1. Secondary Education 2. District Roads 3. Social Welfare 4. Maintenance of Community Assets |

7.1 ASSESSMENT OF STANDARD/NORMATIVE UNIT AND COST:

In respect of each of the core functions listed above, a standard unit of service on the basis of population and area is to be identified. The next is to assess the average cost of providing each one unit of the service which takes into account the capital cost and the operation and maintenance costs. The O & M cost of each identified unit consists of costs on physical items as well as staff which included salary payment and terminal benefits. Thus, the capital cost and the annual O & M cost of each identified unit consists of costs on physical items as well as on staff which included salary payment and terminal benefits. Thus, the capital cost and the annual O & M cost of each standard/normative unit of the above core functions is to be worked out. The cost per unit so worked out is to be projected for the next five years taking into account the price escalation.

7.2 ASSESSMENT OF GROSS AND NET FINANCIAL REQUIREMENT:

For each core function, gross financial requirement may have to be worked out by multiplying the average unit cost with the number of units needed in the rural areas of U.P. To arrive at the net financial requirement in respect of each of the core function to be performed for the entire rural population/area, the number of units and cost incurred thereon from own sources and programme specific grants projected by the year 2005 are to be subtracted from the gross financial requirement.

7.3 FINANCIAL ASSESSMENT BY THE DEPARTMENT OF PANCHAYATI RAJ:

The Department of Panchayati Raj, Government of U.P. has made financial requirement assessment for performing core functions by the gram panchayats in the state by the year 2005 as follows:

**TABLE VII.2: FINANCIAL REQUIREMENT IN PERFORMING CORE FUNCTIONS
BY THE YEAR 2005: GRAM PANCHAYATS**

(Rs. Thousand)

| FUNCTIONS | Existing level in 1997-98 | Expenditure incurred in 1997-98 | Desired level by 2005 | Expenditure to be incurred by 2005 |
|--|--------------------------------------|--|----------------------------------|---|
| 1. Water Supply | 40 LPCD | 499116 | 55LPCD | 6702200 |
| 2. Public Health & Sanitation | | | | |
| A. Construction of household latrines | 15.41 lakh | NA | 110.03 lakh | 9816607 |
| B. Construction of Community latrines | 4118 Complexes | NA | 58620 Complexes | 1568223 |
| C. Sewerage | NIL | — | 58620 Gram Panchayats | 7650000 |
| Total (A + B + C) | — | — | — | 19034830 |
| 3. Street Lighting | 53.02 per cent | NA | 77.84 per cent | 2030700 |
| 4. Village Roads | 14142 revenue villages | NA | 11804 revenue villages | 8756492 |
| 5. Community Assets | | | | |
| (a) Panchayat Bhawan | 25874 | NA | 58620 | 2475673 |
| (b) Construction of residence of Gram Panchayat Adhikari | 32 houses | 3 | 8806 Homes | 105288 |
| TOTAL | | | | 39105183 |

Source: Department of Panchayati Raj, Government of U.P., Lucknow

7.4 FINANCIAL ASSESSMENT OF ZILA PANCHAYATS:

The monitoring cell of the Department of Panchayati Raj, Government of U.P. has estimated the financial requirement of Zila Panchayats in U.P. for performing the following core functions:

TABLE VII.3: FINANCIAL REQUIREMENT IN PERFORMING CORE FUNCTIONS: ZILA PANCHAYAT

(Rs. Thousand)

| FUNCTIONS | Existing level | Expenditure | Expenditure to be incurred by 2005 |
|--|----------------|-------------|------------------------------------|
| 1. Water Supply | 0.091 | 1.00 | 136103 |
| 2. Roads | 5.33 | 8.00 | 892051 |
| 3. Office Buildings in new zila panchayats | — | — | 150000 |
| 4. Maintenance of office building | — | — | 41500 |
| 5. Residential Building | — | — | 83000 |
| 6. Computerisation | — | — | 16600 |
| TOTAL | | | 1319254 |

Source: Monitoring Cell, Department of Panchayati Raj, Government of U.P., Lucknow.

7.5 THE FINANCIAL ASSESSMENT OF KSHETTRA PANCHAYATS:

The Kshettra Panchayats remained non-functional in U.P. till the U.P. Kshettra Panchayats and Zila Panchayats Adhiniyam, 1961 was modified as per the Seventy-Third Constitution Amendment. There has been no provision for imposing taxes, fees etc. by kshettra panchayats at present. From the devolved fund of 15 per cent of JRY amount, some minor repair/maintenance job is carried out. Hence the Department of Rural Development which takes care of the kshettra panchayat did not estimate the financial requirement for performing core functions on the lines of the SFC which also did not estimate the financial needs of the kshettra panchayats in U.P. in view of the fact that kshettra panchayats should be first empowered to raise finances by imposing taxes and non-taxes.

7.6 ASSESSMENT OF FINANCIAL REQUIREMENT OF GRAM PANCHAYATS:

7.6.1 Drinking Water Supply:

As on April 1, 1998, 84.50 per cent of the villages in U.P. were covered under the Drinking Water Supply Scheme (DWSS). Out of the total rural population of the state, 82.5 per cent was provided drinking water by hand-pump and the level of per capita water supply was 40 LPCD.

Thus, on April 1, 1998, 367971 hand-pumps were installed in the rural areas of U.P. The operation and maintenance cost of one hand-pump has been estimated to be around Rs.500/- by the U.P. Jal Nigam. In this way, Rs.1287898500 would be needed by 2005 as the O & M cost of the existing

367971 hand-pumps. According to the Department of Panchayati Raj, 90 per cent of the rural population would be provided drinking water by hand-pumps by 2005. So there would be the additional need of 33452 hand-pumps by 2005 with water supply of 55 LPCD which would entail capital expenditure of Rs.668920000 and O & M expenditure of Rs.14334000 by 2005. The capital expenditure has been calculated by the number of hand-pumps to be installed and the cost of one hand-pump i.e., Rs.20,000 as fixed by the U.P. Jal Nigam. In this way, total expenditure of Rs.1971152500 would be required by 2005 for drinking water supply scheme in gram panchayats of U.P..

7.6.2 SANITATION AND DRAINAGE:

7.6.2.1 Sanitation

As on 1 April 1999, private latrines were constructed in 16.99 households who were below poverty line. These private latrines were constructed at the cost of Rs.3100/- per latrines. Out of this cost, a subsidy of Rs.2250/- and Rs.2375/- was provided to general caste and scheduled caste households respectively. The Department of Panchayati Raj has estimated that 83.34 lakh households are needed to be provided private latrines by 2005 which will entail a expenditure of Rs.9510270000. Besides, Mahila Complexes would also be constructed in 52262 villages at the cost of Rs.51800/- which will include government subsidy of Rs.28490/-. In this way, the gross financial need for sanitation would be Rs.10999214380 by the year 2005 in the gram panchayats of U.P.

6.6.2.2 Drainage

The State Planning Institute, Government of U.P. has developed a technique of construction of underground drainage which cost about Rs.1.45 lakh per 500 metres. The Department of Panchayati Raj has estimated that the construction of underground drainage system in 58620 gram panchayats would be carried out by 2005. It will require an estimated expenditure of Rs.7650000000/-.

Thus the gross financial requirement to perform the function of sanitation and drainage programme in the gram panchayats of U.P. would be around Rs.18649214380/-.

7.6.3 STREET LIGHT:

There are 112804 inhabited revenue villages. Out of these 59812 villages i.e., 53.02 have been electrified up to April 1, 1999. In these electrified villages, there are 244216 street light points. The normative spacing between street light is 80 metres. By 2005, 1600 more villages are proposed to be provided electricity. For providing street light, 10 points of 40 watts and 2 points of 40 watts are proposed to be installed in general caste inhabitants and scheduled casts inhabitants respectively. The Department of Panchayati Raj has estimated that Rs.1660500000 would be required in O & M of the street lights.

7.6.4 VILLAGE ROADS:

The Rural Engineering Services (RES) of the state has estimated the cost of 1250 sq. metre village road (khadanja) as Rs.1.00 lakh. The state government provided 90 per cent of the cost and remaining 10 per cent is contributed by the gram panchayats. The Department of Panchayati Raj has planned to provide village roads in 93480 villages by the year 2005. It has also been

estimated that Rs.8413200000 would be the gross financial requirement in providing proposed village roads in gram panchayats of U.P. by the year 2005.

7.7 MAINTENANCE OF COMMUNITY ASSETS:

Maintenance/Construction of Panchayat Bhawan:

There are 58620 gram panchayats in U.P. Out of these 25874 had panchayat bhawans upto April 1, 1998. It was estimated by the Department of Panchayati Raj that all the remaining 32746 gram panchayats would be provided fund for the maintenance/construction of panchayat bhawans. It is also the estimate that the construction of one panchayat bhawan costs about Rs.1,35000 in which the State Government provides Rs.75600 and Rs.45900 is met from the grants available under JRY. The Gram Panchayats also contribute Rs.13500 as their own share. It was estimated by the Department of Panchayati Raj, Government of U.P. that the maintenance/construction of panchayat bhawans would require gross amount of Rs.2213946000 by the year 2005.

The gram panchayats in U.P. do not make any expenditure on the management of other community assets like common property, cremation and burial grounds etc.

7.8 ESTIMATE OF FINANCIAL REQUIREMENT FOR KSHETTRA PANCHAYATS:

The Kshettra Panchayats in U.P. have not been imposing any tax and non-tax as yet and this middle level PRI structure has no funding support of any type from the government. Only from 1996-97, the State Government has decided

to devolve 15 per cent of the JRY fund to them to carry out some minor development works. As ready mentioned, the list of functions assigned to this level is exhaustive enough and well tallies with the Eleventh Schedule. However the crucial role assigned to kshettra panchayats in the new U.P. Panchayat Raj Act, makes sense to identify some core functions to be performed by them along with the financial needs to do so. Though EFC-NIRD and CRO's jointly identified seven core functions to be performed by the intermediate panchayats. But due to non-availability of data, only four (4) functions namely primary education, primary health care, veterinary services and piped water supply were identified for the kshettra panchayats of the U.P. Accordingly, the financial requirement in performing these functions were also estimated as under:

7.9 PRIMARY EDUCATION:

There were 92554 primary schools in the state on 1 April, 1998. The annual expenditure made by the State Government on the payment of teachers salary including terminals benefits, maintenance of schools etc. was Rs.25346200000 during the year. Thus, the annual expenditure per primary school was Rs.273853. If we estimate the gross financial expenditure till 2005, it comes to Rs.177423333934. The growth in the opening of new primary schools has been around 2 per cent per annum. If we assure this growth rate, the number of new primary schools to be opened by 2005 would be around 12964. On the construction of a new school building, Rs.1.80 lakh are spent. Thus, Rs.233520000 would be the financial requirement for the construction of additional primary school building. The government will have to spent Rs.273853 as O & M costs of these new primary schools. Thus the gross financial need to maintain old primary schools upto 1998 and additional primary schools upto 2005 would come to Rs.5883750292.

7.10 PRIMARY HEALTH CENTRE (PHC AND SUB-CENTRE)

The rural part of U.P. state had total number of 3897 Primary Health Centres (PHC's) and 20153 sub-centres as on 1 April, 1998. The data of the Department of Medical, Health and Family Welfare showed that the annual O & M cost of a PHC and sub-centre in U.P. comes to Rs.589819 and Rs.73610 respectively which included salary and terminal benefits to the employees, cost of medicine and all miscellaneous expenses. The increase in the number of PHC's and sub-centres over the years showed a very negligible growth. Hence, it is assumed here that the O & M of the existing PHC's and sub-centres would be handed over to the kshettra panchayats by the year 2005. If this happens so, it is estimated that the gross financial requirements would come to Rs.378176614.

7.11 VETERINARY SERVICES:

There were 2044 veterinary hospitals, 280 veterinary dispensaries and 2973 animal husbandry development centres in the year 1998-99 in U.P. According to the information furnished by the Department of Animal Husbandry, Government of U.P., on an average Rs.4.50 lakh, Rs.1.50 and Rs.1.30 lakh are needed to run these veterinary facilities respectively. Thus a total of Rs.7281300000 would be the gross financial requirement which included salary payments and terminal benefits as well as other O & M cost requirement by the year 2005. Since the growth in the expansion of these veterinary facilities in U.P. during the last five years has been negligible, it can be assumed here that upto the year 2005, the emphasis will be laid on the quality improvement of the veterinary care services rather than the expansion of services.

7.12 PIPED WATER SUPPLY:

In U.P., 107 lakh population was provided drinking water through piped water upto 1 April, 1998 which was 9.6 per cent of the total rural population. The Department of Panchayati Raj has estimated that the piped water supply schemes would be increased very marginally by the year 2005. According to the Jal Nigam of U.P., there are around 3000 piped water supply schemes in operation in the rural areas of U.P. With the assumption that there would be no change in the number of these schemes by 2005, only O & M cost is to be born in case of the existing schemes. The U.P. Jal Nigam estimates indicate that on an average Rs.25000/- is required for O & M of the piped water supply schemes. In this way, upto the year 2005, the gross financial requirement to maintain the existing 3000 piped water supply schemes would come to Rs.75000000.

7.13 ESTIMATED GROSS FINANCIAL REQUIREMENT: ZILA PANCHAYATS:

The Zila Panchayats in U.P. have been performing various functions and imposing various taxes and non-taxes since 1961 when U.P. Kshettra Panchayats and Zila Panchayats Adhiniyam was enacted. This upper tier in PRI structure has also be getting government grants-in-aid for carrying out various developmental functions. The FFC, NIRD and CRO's workshop held at NIRD, November 20, 1998 identified secondary education, districts roads, social welfare and maintenance of community assets as the core functions to be transferred to Zila Panchayats for performance in future. However, in case of zila panchayats of U.P., data related with the three function could be available. These functions are: Secondary education, District Roads and

Maintenance of community assets. Therefore, these three functions have been identified as the core functions of the zila panchayats in U.P. The financial assessment in the performance of these functions was made as under:

7.14 SECONDARY EDUCATION:

There were 20436 senior basic schools in the state on 1 April, 1998. The annual expenditure of Rs.16715800000 was incurred by the state government on the payment of teachers salary, their terminal benefits and schools maintenance. Thus, the annual expenditure per school was Rs.817958. In this way, the gross financial requirement in the O & M of these schools would come to Rs.16715789688. On the basis of past growth, it may be assumed that by the year 2005, around 2861 more secondary schools would be opened up. The capital cost of these schools would come to Rs.514980000. The government will have to spent Rs.2340177838 as O & M cost. Thus, the gross financial requirement to maintain old secondary schools upto 1998 and open new schools and maintain them upto 2005 would be around Rs.19570947526.

7.15 DISTRICT ROADS:

As mentioned in the report of State Finance Commission (SFC), the Zila Panchayats in U.P. had total road length of 500 kms in 1993 which with an annual growth of 3 per cent increased to 5796 kms by December, 1998. According to PWD, Government of U.P., Rs.2500/- per km. per annum was the O & M cost of the Zila Panchayat roads. In this way, Zila Panchayats needed Rs.144900000 for the maintenance of their roads. According to the estimate of Transport Development Council of India, 3 per cent annual growth in roads length of zila panchayat would be feasible by the year 2005. Thus, Zila

panchayats in U.P. would construct 1331 kms. of additional roads during 1999 to 2005 which would entail an expenditure of Rs.1064800000 on the basis of Construction Cost of Rs.8 lakh per km. In this way, total financial requirement on the Construction and maintenance of roads by the Zila Panchayats by the year 2005 would be Rs.1209700000.

7.16 MAINTENANCE OF COMMUNITY AND OTHER ASSETS:

All the zila panchayats in U.P. made a total expenditure of Rs.91281000 on the maintenance of community and other assets. This expenditure showed an annual growth of around 12 per cent. On this basis, the zila panchayats in U.P. would require Rs.194650600 on the maintenance of community and other assets by the year 2005. The zila panchayats in U.P. do not make any expenditure on the maintenance of assets like common property, cremation and burial grounds etc.

Thus the estimated gross financial requirement to perform core functions by each three tiers of PRI's in U.P. would be as shown in Table VII.4.

7.17 EXPECTED AVAILABILITY OF FINANCE:

As evident from the Table VII.4 that total amount of Rs.67501537912 would be the gross financial requirement for performing certain core functions by the gram, kshettra and zila panchayats in U.P. by the year 2005. However, whatever PRI's are getting/spending on these functions at present would continue to be till 2005 with some growth during the period. This, we may term as the expected availability of finances till 2005 from different sources to gram, kshettra and zila panchayats. We have calculated this expected availability of

finance upto 2005 in Table VII.5 which shows a total amount of Rs.12834277000 for gram, kshettra and zila panchayats.

7.18 NET FINANCIAL REQUIREMENT BY 2005:

We have deducted the total expected availability of finance from the estimated gross financial requirement to arrive at the net amount of money which gram, kshettra and zila panchayats would be requiring to perform the core functions as explained above. In this way Rs.5466.73 crores would be needed by the year 2005. If we calculate the per annum requirement, it comes to Rs.780.96 crores. For devolution of Rs.780.96 cores between gram, kshettra and zila panchayats, it would be rational to adopt the criteria of 80 per cent population and 20 per cent area and determine their percentage share accordingly in one-fifth for zila panchayats and four-fifth for gram panchayats as recommended by the State Finance Commission. The amount thus to be earmarked for gram panchayats are to be distributed among kshettra panchayats in accordance with 80 per cent population and 20 per cent area of each kshettra panchayat. The amount worked out for each kshettra panchayat will have to be deposited in the respective kshettra Nidhi. Out of that Kshettra Nidhi, necessary fund for each gram panchayat on the basis of 80 per cent population and 20 per cent area will have to be drawn and given to each gram panchayats.*

* State Finance Commission, U.P., Interim Report, December 1995, pp.91-95.

**TABLE VII.4: ESTIMATED GROSS FINANCIAL REQUIREMENT OF PRI's IN
U.P. BY THE YEAR 2005.**

| FUNCTIONS | AMOUNT (Rs.) |
|------------------------------------|-------------------------|
| <u>GRAM PANCHAYATS</u> | |
| 1. Drinking Water Supply | 1971152500 |
| 2. Sanitation | 10999214380 |
| 3. Drainage | 7650000000 |
| 4. Street Light | 1660500000 |
| 5. Village Roads | 8413200000 |
| 6. Maintenance of Community Assets | 2213946000 |
| TOTAL | 32908012880 |
| <u>KSHETRA PANCHAYATS</u> | |
| 1. Primary Education | 5883750292 |
| 2. Primary Health | 378176614 |
| 3. Veterinary Services | 7281300000 |
| 4. Piped Water Supply | 75000000 |
| TOTAL | 13618226906 |
| <u>ZILA PANCHAYATS</u> | |
| 1. Secondary Education | 19570947526 |
| 2. District Roads | 1209700000 |
| 3. Community and other Assets | 194650600 |
| TOTAL | 20975298126 |
| GRANT TOTAL | 67501537912 |

**TABLE VII.5: EXPECTED AVAILABILITY OF FINANCE TO PRI's IN U.P. BY
THE YEAR 2005**

| FUNCTIONS | AMOUNT Rs. |
|-----------------------------------|-----------------------|
| <u>GRAM PANCHAYATS</u> | |
| 1. Drinking Water Supply | 1250000000 |
| 2. Sanitation | 778868000 |
| 3. Drainage | 509704000 |
| 4. Street Lighting | 41610000 |
| 5. Village Roads | 8413200000 |
| 6. Maintenance of Assets | 66616000 |
| 7. Revenue from own Sources | 186038000 |
| TOTAL | 11246036000 |
| <u>KSHETTRA PANCHAYATS</u> | |
| 1. 15 Per cent of JRY Grant | 920829000 |
| <u>ZILA PANCHAYATS</u> | |
| 1. Maintenance of Assets | 19465000 |
| 2. 30 Per cent of Own Revenue | 325299000 |
| 3. 10 Per cent of DRDA Grant | 147483000 |
| TOTAL | 667412000 |
| GRAND TOTAL | 12834277000 |

CHAPTER VIII

IMPROVING FINANCIAL RESOURCES OF PANCHAYATI RAJ INSTITUTIONS

The financial resources of the three tiers of Panchayati Raj Institution have to be considered in the context of the Seventy Third Constitution Amendment Act which has become effective from 24th April, 1993. The powers, authority and responsibility of these three levels of Panchayats have been laid down broadly in Articles 243-G, 243-H, 43-Z, 243-I, and 243-2 of the Amendments. The financial resources contemplated for the three levels are laid down in Article 243-H of the Amendment and the institutional arrangement to review the financial position is provided in Article 243-I which empowers the Governor of a State to constitute a Finance Commission at the commencement of 73rd Amendment and every fifth year to review the financial position of the Panchayats and to make recommendations as to the measures to improve the financial position of the Panchayats. In the light of this, the Government of Uttar Pradesh also appointed a State Finance Commission (SFC) to make recommendations to the measures for strengthening the financial position of gram/kshettra and Zila Panchayats. Thus, SFC was asked to identify the sources of revenue available to the PRI's and suggest such measures which help them to raise additional revenues in addition to whatever presently they are raising on the basis of SFC's recommendations and the analysis carried out in the previous chapters, an attempt is being made here to suggest measures to improve the financial status of PRI's in U.P.

9.1 THE PRESENT SCENARIO:

As explained earlier, the U.P. Panchayati Raj Act, 1947 and U.P. Kshettra Panchayats and Zila Panchayats Act, 1961, as amended in 1994, empowered gram panchayats and Zila Panchayats to levy a surcharge on land revenue by gram panchayats, circumstances and property tax by zila panchayats, besides various non-taxes, fees and user's charges. It has been observed that the PRI's have not been exploiting the potential of various tax and non-tax revenue sources. For example, in the total revenue of gram Panchayats, the share of surcharge on land revenue which was 0.90 per cent in 1992-93 declined to 0.52 per cent in 1997-98. The circumstances and property tax imposed by Zila Panchayats constituted only about 10 per cent of total resources of Zila Panchayats in 1992-93 and it declined to 3 per cent in 1997-98. During our field visits to the sample panchayats, it was also observed that gram as well as zila panchayats have not been utilising their taxation powers to the extent to yield substantial revenues. The main reason of reluctance to levy the taxes was told to be due to physical proximity to people. The SFC also examined the issue that why PRI's remained reluctant in imposing taxes and made following recommendations to enhance the financial resources of PRI's.

9.2 SURCHARGE ON LAND REVENUE:

Section 37.A of U.P. Panchayati Raj Act, 1947 as amended by 1994 Act provided that a Gram Panchayat shall levy the taxes described in clauses (a) and (b) and may levy all or any of the taxes, fees and rates prescribed in clauses (c), (d), (e), (f), (g), (h), (i), (j) and (k). Clauses (a) and (b) thereof read as follows:

- (a) in areas where the right, title and interest of intermediaries have been acquired under the Zamindari Abolition and Land Reforms Act 1950, the Jaunsar-Bawar Zamindari Abolition and Land Reforms Act, 1956 or the Kumaon and Uttarakhand Zamindari Abolition and Land Reforms Act, 1960, a tax on land not less than twenty-five paise but not exceeding fifty paise in a rupee on the amount of land revenue payable or deemed to be payable therefor; provided that where the land is in the actual cultivation of a person other than the person by whom the land revenue therefore is payable or deemed to be payable, the tax shall be payable by the person in actual cultivation;
- (b) in areas other than those referred to in clause (a), a tax on land revenue not less than twenty-five paise but not exceeding fifty paise in a rupee on the amount of land revenue payable by a tenant, by whatever name called, under the law in force relating to the land tenures; provided that where the land is in the actual cultivation of the person other than the person liable to pay land revenue therefor the tax shall be payable by the person in actual cultivation of such land.

Thus, Section 37 (a) and (b) provided mandatory levy of a surcharge on land revenue by Gram Panchayats whose minimum is 25 per cent and maximum is 50 per cent of the land revenue payable by land owner.

Surcharge on land revenue being an obligatory tax for Gram Panchayats, minimum revenue therefore in a year should be Rs.7 crore (normal demand of land revenue in a year is about Rs.28 crore) and the maximum amount can be Rs.14 crore, in case if all Gram Panchayats levy this surcharge at the

maximum prescribed rate. The commission received data from about 7,344 Gram Panchayats. According to this data, out of about 7,344 Gram Panchayats, only 1,737 were levying this tax in 1992-93 and earned an income of Rs.42.68 lakh therefrom. In 1993-94 the number of Gram Panchayats levying this tax came down to 1,122 and tax collected amounted to Rs.25.11 lakh only. Further, in 1994-95 only 870 Gram Panchayats levied this tax and collected a sum of Rs.16.49 lakh only. On the basis of replies of about 7,344 Gram Panchayats, it became evident that hardly 25 per cent of them are levying this tax and are collecting a very small amount. In fact, the number of Gram Panchayats levying this tax is going down each year with a corresponding fall in income therefrom. This is rather surprising because under the Act, its imposition is mandatory. In so far as all the Gram Panchayats are concerned, according to Secretary, Panchayati Raj Department, about Rs.1.50 crore is being collected by all the Gram Panchayats from surcharge on land revenue when actually they should have collected at least Rs.8 crore from this tax. During the course of discussions which the Study Team of the State Finance Commission with the representatives of the Gram Panchayats in five different economic regions of the State, it transpired that elected representatives were not very enthusiastic in levying this tax. Besides, Gram Panchayats had no effective machinery for its collection. This problem was highlighted by the Secretary, Panchayati Raj Department when he appeared before the Commission for a discussion. His view was that this tax should be collected by the Revenue Department of the State Government which already collects land revenue and the amount thus collected should then be transferred to Gram Panchayats.

In view of the above facts that the Gram Panchayats are not utilising to the full the potential of income from this source as also the fact that if collection machinery at the Gram Panchayat level is strengthened by giving additional hands, will entail more expenditure than what can be collected by way of

surcharge on lands revenue. The commission recommended that the demand for surcharge on land revenue that may be raised by Gram Panchayats should be collected by the revenue machinery along with collection of land revenue demand.

The Act provided both for a minimum rate as well as a ceiling. Land revenue rates have not been revised since 1977. It would therefore, appear to be more reasonable that the minimum rate of surcharge of land revenue specified in the Act is totally done away with and all Gram Panchayats are made to levy this surcharge at the maximum prescribed rate of 50 per cent of land revenue. This will do away with the discretion which the Gram Panchayats have at present in the matter of levy of surcharge on land revenue within the minimum and the maximum range prescribed for the purpose. Thus, if surcharge on land revenue as a mandatory tax is levied at the present prescribed maximum rate of 50 per cent of land revenue, then the Gram Panchayats can earn at least an income of Rs.14 to 16 crore per annum from this source. As recommended earlier, this should be collected by the revenue staff along with the demand for land revenue and in turn, instead of passing on this amount to Gram Panchayats on the basis of origin of collection, it would be better if quarter per cent of net proceeds of State taxes is earmarked for devolution to Gram Panchayats and the amount distributed on the same criteria which the Commission has recommended for devolution of 80 per cent of 4 per cent of net proceeds of State's tax revenue to them. This will obviate the need to maintain lot of accounts and data and will enable the Gram Panchayats to get their dues from the Government in a straight manner.

Presently land holdings upto 3.125 acres are exempted from land revenue. There might be some justification for exempting such holdings from the payment of land revenue at the state government level. But there appears to be no justification for exempting them from surcharge on land revenue as the

services being rendered by Gram Panchayats benefit each and every land holder in the Gram Panchayat, irrespective of the size of holding. For this purpose necessary amendment to the Act may be considered. By adopting this measure, the income of Gram Panchayats from surcharge on land revenue will go up further. The distribution of additional income from this measure between Gram Panchayats can be decided upon in the light of anticipated income therefrom and then the same can be linked as a certain percentage of State's net tax revenue and distributed as per recommendations for devolution to Gram Panchayats out of their share in 4 per cent of State's net tax revenue receipts. In future as and when the State Government revises land revenue rates, the incidence of surcharge on land revenue earmarked from Gram Panchayats will automatically exhibit the necessary buoyancy.

9.3 NON-TAX REVENUE OF GRAM PANCHAYATS:

Section 37-A of U.P. Panchayati Raj Act, 1947 as amended by 1994 Act, empowered the Gram Panchayats among others to levy non-tax revenue sources pertaining to fee etc. as given below:

- (f) fees on the registration of animals sold in any market or place belonging to or under the control of the gram Panchayat;
- (g) fees for the use of slaughter-houses and encamping grounds;
- (h) a water rate where water for domestic consumption is supplied by the Gram Panchayat;

- (i) a tax for cleaning private latrines and drains payable by the owners or occupiers of the houses to which the private latrines or drain is attached, where such clearing is done through the agency of the Gram Panchayats;
- (j) a tax for cleaning and lighting of streets and sanitation;
- (k) an irrigation rate where water for irrigation purposes is supplied by the Gram Panchayats from any small irrigation project constructed or maintained by it.

Total receipts of Gram Panchayats, non-tax revenue receipts and the percentage share of non-tax revenue receipts in total receipts of 7,344 Gram Panchayats in Uttar Pradesh whose information was received by the Commission are given in Table VIII.1.

TABLE VIII.1: NON-TAX REVENUE RECEIPTS OF 7344 GRAM PANCHAYATS IN U.P.

(Rs. in lakh)

| ITEM | 1992-93 | 1993-94 | 1994-95 |
|--|---------|---------|---------|
| 1. Total receipts | 97.04 | 70.01 | 61.22 |
| 2. Non-tax revenue receipts | 17.11 | 9.00 | 9.05 |
| 3. Percentage share of non-tax revenue in total receipts | 17.63 | 12.86 | 14.78 |

Source: *State Finance Commission, Final Report, Vol.I, December 1996, p.303*

It is seen from the above details that 7344 Gram Panchayats in Uttar Pradesh in 1992-93 collected Rs.17.11 lakh of receipts from non-tax revenue sources. This declined to Rs.9.00 lakh in 1993-94 but somewhat improved the collection in 1994-95 to Rs.9.05 lakh. This wayward trend is also reflected in percentage share of non-tax revenue receipts in total receipts which showed, on the whole, a decline as compared to 1992-93 level. Whatever might be the reasons for decline in receipts from non-tax revenue items in the past few years, the fact remains that 1992-93 actuals indicate a great deal of potential for earning sizeable amount of receipts from non-tax revenue items. It appears that there is general apathy on the part of Gram Panchayats to levy and collect fees for which they have been authorised under the Act. With the 73rd amendment to the Constitution, Gram Panchayats, as part of three tier Panchayati Raj institutions, have become autonomous units and it is expected of them to render different services to the people of the area at least at a minimum desirable level. This is possible only when Gram Panchayats on their part become alive to the end for raising resources on their own and utilise to the maximum extent the power already conferred on them for raising resources from different measures and their suitable revision preferably after every five years.

Gradually, over the years the rural scene in Uttar Pradesh is changing steadily. Green revolution is spreading in the country side which has been possible due mainly to increasing availability of water for crops through pumpsets and improved technique of cultivation by the use of tractors. At present, no levies are being imposed on the use of pumpsets and the tractors. The Commission, therefore, recommended that the Gram Panchayats should be empowered to impose a levy on use of pumpsets as also a levy on the use of tractors in rural areas for carrying out agricultural operations. This should

enable the Gram Panchayats to earn good additional revenue which they need for carrying out activities/services being undertaken by them.

9.3 CIRCUMSTANCES AND PROPERTY TAX:

A tax on circumstances and property is a composite tax. The word circumstances refers to the person's financial status as a whole depending, among other things, on his income from trade or business in rural areas. In fact, it is a kind of profession tax in rural areas which is levied on the basis of income. Section-121 of the U.P. Kshettra Panchayat and Zila Panchayat Adhiniyam, 1961 as amended in 1994 empowered a Zila Panchayat to impose a tax on circumstances and property, subject to the following conditions and restrictions:

- (a) the tax may be imposed on any person residing or carrying on business in the rural area provided that such person has so resided or carried on business for a total period of at least six months in the year under assessment;
- (b) no tax shall be imposed on any person whose total taxable income is less than twelve thousand rupees per annum;
- (c) the rate of tax shall not exceed three Naye Paise in the rupee on the total taxable income; and
- (d) the total amount of tax imposed on any person shall not exceed such maximum, if any, as may be prescribed by rule.

Section-120 of the U.P. Kshettra Panchayat and Zila Panchayat Act, 1961 provided for the continued imposition of circumstances and property tax where immediately before the appointed date there was in force a tax on circumstances and property in any district imposed under the District Boards Act, 1922, at the same rates and under the same conditions at and under which it was being levied under the Act aforesaid. As the name of the tax suggests, it is a tax on a persons property and income. But in accordance with Clause (b) of Section 121 tax cannot be imposed on a person whose total income is less than Rs.12,000 p.a. regardless of his financial worth or status. That is a condition precedent for the imposition of the tax. Earlier the minimum taxable limit was Rs.600 only. The maximum limit for the tax has been prescribed as Rs.2,000.

At present only 42 Zila Panchayats in the State out of 83 are levying this tax. Table VIII.2 gives the position of receipts from circumstances and property tax in 42 Zila Panchayats.

TABLE VIII.2: REVENUE FROM CIRCUMSTANCES AND PROPERTY TAX AND PERCENTAGE IN TOTAL OWN REVENUE OF ZILA PANCHAYATS

(Rs. in lakh)

| ITEM | 1992-93 | 1993-94 | 1994-95 | 1995-96 |
|---|---------|---------|---------|---------|
| Circumstances and Property tax | 196.87 | 273.35 | 313.41 | 382.69 |
| Percentage share in the total own income of Zila Panchayats | 7.84 | 8.81 | 9.38 | 11.22 |

Source: *State Finance Commission Report*

The above table showed that the receipts from circumstances and property tax have been increasing over the years and its share in the total own income of Zila Panchayats also indicated an increase from 7.84 per cent in 1992-93 to 11.22 per cent in 1995-96. During the course of discussions with the Commission the Secretary, Department of Panchayati Raj stated that at present arrears of circumstances and property tax amount to about Rs.15 crore. According to him about 50 per cent of the current demand and 15 per cent of arrears of circumstances and property tax are being collected every year. At present this tax is mandatory only in the Zila Panchayats where it was in force earlier under the District Boards Act, 1922. That is why only 42 Zila Panchayats are levying this tax. On being suggested by the Commission as to why this tax is not being made mandatory for all the Zila Panchayats. Secretary, Department of Panchayati Raj explained that this is more or less being done and Government has only to issue notifications for its imposition in the remaining 44 Zila Panchayats. If and when that materialises, it will definitely make a substantial increase in the present income from circumstances and property tax. Although this tax is not likely to be imposed in the remaining Zila Panchayats as has been indicated by Secretary, Panchayati Raj Department, the commission recommended that imposition of this tax should be made obligatory for all the Zila Panchayats so that none of the Zila Panchayats is left with any option in the matter.

The other important issue about circumstances and property tax relates to its poor recovery and coverage of the tax. During the course of discussions with representatives of Zila Panchayats as also with Secretary, Department of Panchayati Raj, it transpired that coverage of this tax is very small and most of the eligible persons do not pay this tax. One of the suggestions made in this regard is that this tax should be deducted compulsorily by the Drawing and Disbursing Officers in the rural areas in the same manner in which income tax is deducted. However, even if this suggestion is implemented, all those

persons who are not in direct employment and are carrying out their own trade and commerce will continue to evade the tax net. Every Zila Panchayat has tax collection staff and since Zila Panchayats are over-burdened with staff expenditure, the commission see no reason why it should not be possible for the Zila Panchayats to improve the coverage of the tax and improve the recovery of the tax. The commission also did not recommend increase in the exemption limit but suggested that the maximum tax limit of Rs.2,000/- should be done away with. What is necessary is that this tax is administered properly, its coverage increased and its imposition made obligatory for all the Zila Panchayats.

9.4 NON TAX REVENUE OF ZILA PANCHAYATS:

Sections 142, 143, 144 and 145 of Uttar Pradesh Kshettra Panchayat and Zila Panchayat Act, 1961 as amended by 1994 Act gave powers to Zila Panchayats to levy fees, licence fees and tolls, etc. Sections 142 empowered them to charge fees for the use or occupation (otherwise than under a lease) of any immovable property vested in, or entrusted to the management of the Zila Panchayat including any public road or place of which it allows the use or occupation. Section 143 authorises the Zila Panchayats to charge a fee for any licence, sanction or permission, which it is entitled or required to grant by or under this Act. Section 144 empowers them with the previous sanction of the State Government to fix and levy School fees, fee for the use of, or benefits derived from, any of the works or institutions constructed and maintained by the Zila Panchayat, fees for the service of bulls and stallions and for registration of animals and fees at fairs, markets, agricultural shows, and industrial exhibitions held under its authority or otherwise, to which the public is allowed access and to which the Zila Panchayat provides sanitary and other facilities for the public, and tolls for the use of bridges constructed, repaired or maintained by the Zila Panchayat. There is also a provision that a Zila

Panchayat shall not fix or levy fees for the use of Paraos, which are not vested in it. Then Section-145 gives powers for levy of licence fees and tolls in respect of markets. This Section states that subject to any rule made by the State Government in this behalf, a Zila Panchayat may impose in any market established, maintained or managed by it any one or more of the following fees or tolls:

- (a) Licence fee on brokers, commission agents, weighmen or measurers practising their calling within such markets.
- (b) toll on vehicles, pack animals or porters bringing goods for sale into such a market;
- (c) market fees for the right to expose goods for sale in such market or for the use of any building or structure therein;
- (d) fees on the registration of animals sold in market.

It is thus seen that Zila Panchayats have been given wide powers for imposition of fees, licence fees and tolls etc. Table VIII.3 shows the receipts from different items of non-tax revenues as mentioned above to Zila Panchayats in the lasts 4 years:

TABLE VIII.3: NON-TAX REVENUE AND ITS PERCENTAGE SHARE IN TOTAL OWN REVENUE OF ZILA PANCHAYATS IN U.P.

| ITEM | 1992-93 | 1993-94 | 1994-95 | 1995-96 |
|---|---------|---------|---------|---------|
| Non-tax revenues | 1789.64 | 2590.19 | 3027.57 | 3027.05 |
| Percentage share in the total own income of Zila Panchayats | 71.23 | 83.44 | 90.62 | 88.78 |

The above table shows that Zila Panchayats in Uttar Pradesh collected about 90 per cent of their own revenue resources from non-tax revenue items. This is so because Zila Panchayats under different sections of the Act, as mentioned earlier, have been conferred with wide powers to levy of different kinds of fees, licence fees and toll, etc. This table also shows that after 1992-93 there was a great spurt in collection of revenues from non-tax items. After 1994-95 revenue receipts from this source almost became static in 1995-96. With expanding activities in agriculture, trade and commerce, the receipts from non-tax revenue items should exhibit a steady growth. It appears that in 1995-96, Zila Panchayats became slack in imposition and recovery of their receipts from non tax revenue sources. Past actuals indicate that there is enough scope for increasing revenue from this source. The rates of different items were fixed long ago and with rising cost of administering the services, it is imperative that they are suitably revised preferably every five years which will ultimately yield more income to the Zila Panchayats. The Zila Panchayats, besides undertaking revision of rates of fees and licences etc. should also pay greater attention to recovery of their dues through proper follow up. The Kshettra Panchayats and Zila Panchayats Act, 1961 as amended by 1994 Act provided wide powers to Zila Panchayats for effecting recovery of their dues.

9.5 SALARIES OF EMPLOYEES OF ZILA PANCHAYATS:

The Commission has observed that the Zila Panchayats, as per provisions of Section-141 of Kshettra Panchayats and Zila Panchayats Act, are required to pass on about 50 per cent of net proceeds of circumstances and property tax to the Gram Panchayats but in actual practice this was not being followed. The Secretary, Panchayati Raj has stated that although government has also been stressing from time to time upon the Zila Panchayats to pass on 50 per cent of

net proceeds of circumstances and property tax to the Gram Panchayats but this is not being complied with. He has suggested that if the State Government can share a certain part of the salaries of employees of Zila Panchayats like the system prevailing in the case of urban local bodies employees in whose case the State Government bears a part of the cost of the employees, then the Zila Panchayats can easily pass on 50 per cent of net proceeds of circumstances and property tax to the Gram Panchayats. He has also suggested to treat them as government employees. The SFC examined these issues and after careful examination it has the following recommendation to make.

The employees of Zila Panchayats cannot be treated as state government employees because they are not employed by the state Government. Zila Panchayats have acquired the constitutional status today. Therefore, their separate constitutional identity makes them different from State Government. For this reason, the employees of Zila Panchayats stand on a different footing and cannot be treated as State Government employees. Zila Panchayats have acquired their own constitutional identity and they have got their own capacity to pay their employees. In order to enable the Panchayati Raj institutions to meet their normal expenditure as also development needs, the Constitution has provided for independent resources and transfer of funds from the Central Government to the State Government and from State Government to the Panchayati Raj institutions. Therefore, merely because the salaries of employees are not paid regularly they cannot be made State Government employees.

There are two main causes for non-payment of salaries of employees of Zila Panchayats. First is basically the problem of finance. The SFC has recommended a reasonable share of funds to Panchayati Raj institutions including Zila Panchayats to improve their finances and have also suggested different measures for strengthening their resource base. The PRI's have

received the finances under the SFC's recommendations. Further, expenditure on employees of Zila Panchayats is abnormally high and there is need for curtailment therein.

9.7 EMPOWERING ZILA PANCHAYATS TO AWARD LEASE/CONTRACTS FOR FISH PONDS ETC:

At present, in accordance with government notification no.45-1-2-84 Revenue-2, dated 4-1-1994, Gram Panchayats are authorised to award contracts/lease of tanks, ponds etc. of two hectares and more for pisciculture, to fishermen community of the Gram Panchayat. According to Secretary, Department of Panchayati Raj, this measure has not been properly utilised by Gram Panchayats for augmenting their revenues. He has stated that Rajasthan which is a water scarcity state has been able to bring about revolution in pisciculture whereas Uttar Pradesh which abounds in tanks and ponds has not been able to develop pisciculture to a great extent. He is of the view that if the work of awarding contracts/lease of tanks/ponds of two hectares and more for pisciculture could be entrusted to Zila Panchayats, it will not only lead to substantial increase in production of fish but will also generate an additional income of Rs.10 crore per annum to Zila Panchayats.

In the light of the position explained by Secretary, Department of Panchayati Raj, the commission was inclined to approve his suggestion for awarding contracts/lease of tanks, etc. of two hectares and above to Zila panchayats for pisciculture purposes. Since this would result in diversion of revenues of Gram Panchayats to Zila Panchayats, the commission suggested that 50 per cent of income from such contracts/lease should be passed on by Zila Panchayats to the concerned Gram Panchayats so that they are not deprived of the revenues which legitimately belong to them.

ANNEXURE I: REVENUE OF SAMPLE GRAM PANCHAYATS OF SAHARANPUR DISTRICT: 1992-93 TO 1997-98

| ITEMS | GRAM PANCHAYAT - MAVI KHURD | | | | | | GRAM PANCHAYAT - MANKAMAU | | | | | |
|--------------------------------|-----------------------------|---------------------------|---------------------------|---------------------------|---------------------------|---------------------------|---------------------------|---------------------------|---------------------------|---------------------------|---------------------------|---------------------------|
| | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
| A. TAX REVENUE | | | | | | | | | | | | |
| 1. Surcharge on Land Revenue | 1182 (0.65) | 1182 (0.69) | 1182 (0.75) | 1182 (0.24) | 1182 (0.33) | 1182 (0.33) | 1704 (0.36) | 1704 (0.34) | 1704 (0.51) | 1704 (6.59) | 1704 (0.47) | 1704 (0.17) |
| 2. Tax on Animals | - | - | - | - | - | - | 58500 (12.28) | 63465 (12.56) | 65050 (19.64) | 73000 (25.43) | 10400 (2.89) | 11440 (1.17) |
| TOTAL (TAX REVENUE) | 1182 (0.65) | 1182 (0.69) | 1182 (0.75) | 1182 (0.24) | 1182 (0.33) | 1182 (0.33) | 60204 (12.65) | 65169 (13.00) | 66745 (20.15) | 74704 (26.03) | 12104 (3.37) | 13144 (1.34) |
| B. GRANTS-IN-AID (PLAN) | | | | | | | | | | | | |
| 1. 10th Finance Commission | - | - | - | - | 28000 (7.82) | 28250 (7.85) | - | - | - | - | 22800 (6.29) | 22800 (2.32) |
| 2. Jawahar Rojgar Yojana | 54575 (29.81) | 57453 (33.52) | 32057 (20.29) | 70039 (14.43) | 52389 (14.63) | 57627 (16.01) | 147720 (31.02) | 105612 (21.69) | 131765 (39.78) | 138641 (48.30) | 167759 (46.66) | 152525 (15.54) |
| 3. State Finance Commission | - | - | - | - | - | 26000 (7.22) | - | - | - | - | - | 20000 (2.04) |
| 4. Nirbal Warg Awas Yojana | 16550 (9.02) | 9500 (5.54) | 10000 (6.32) | 11000 (2.27) | 12100 (3.37) | 13310 (3.69) | 21000 (4.41) | 16500 (3.26) | 16500 (4.98) | 40000 (13.94) | 60000 (16.69) | 66000 (6.73) |
| 5. Indira Awas Yojana | -98010 (53.55) | 89100 (51.98) | 99000 (62.67) | 180000 (37.10) | 198000 (55.28) | 217800 (60.52) | 54000 (11.34) | 99600 (19.70) | 9000 (2.72) | 2000 (0.69) | 60000 (16.69) | 66000 (6.73) |
| 6. Rural Sanitation | -12757 (6.97) | 14175 (8.27) | 15750 (9.97) | 175000 (36.07) | 12500 (3.49) | 15750 (4.38) | 191250 (40.16) | 212500 (42.04) | 105000 (31.69) | 29250 (10.19) | 32500 (9.64) | 635750 (64.79) |
| 7. Slaughter Houses | - | - | - | - | - | - | 2040 (0.43) | 2050 (0.40) | 2240 (0.68) | 2438 (0.86) | 4600 (1.27) | 5060 (0.51) |
| 8. Departmental Aid | - | - | - | 48000 (9.89) | 54000 (15.08) | - | - | - | - | - | - | - |
| TOTAL (Grants-in-aid) | 111842 (99.35) | 170228 (99.31) | 156807 (99.25) | 484039 (99.76) | 356989 (99.67) | 358737 (99.67) | 416010 (87.35) | 436262 (87.00) | 264505 (79.85) | 212329 (73.97) | 347459 (96.63) | 968135 (98.66) |
| GRAND TOTAL | 183024 (100) | 171410 (100) | 157989 (100) | 485221 (100) | 358171 (100) | 359919 (100) | 476214 (100) | 501431 (100) | 331259 (100) | 287033 (100) | 359563 (100) | 981259 (100) |

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Annexure I Contd.....

| ITEMS | GRAM PANCHAYAT - SALEMPUR | | | | | | GRAM PANCHAYAT - SHERPUR | | | | | |
|--------------------------------|---------------------------|--------------------------|---------------------------|-------------------------|--------------------------|--------------------------|--------------------------|---------------------------|---------------------------|--------------------------|--------------------------|--------------------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
| A. TAX REVENUE | | | | | | | | | | | | |
| 1. Surcharge on Land Revenue | 338 (7.83) | 338 (1.09) | 338 (2.80) | 338 (1.52) | 338 (0.79) | 338 (0.54) | 582 (0.69) | 582 (0.44) | 582 (0.42) | 582 (0.91) | 582 (0.72) | 582 (0.73) |
| 2. Tax on Animals | - | - | - | - | - | - | - | - | - | - | - | - |
| TOTAL (TAX REVENUE) | 338 (7.83) | 338 (1.09) | 338 (2.80) | 338 (1.52) | 337 (0.80) | 337 (0.54) | 582 (0.69) | 582 (0.44) | 582 (0.42) | 582 (0.91) | 582 (0.72) | 582 (0.73) |
| B. GRANTS-IN-AID (PLAN) | | | | | | | | | | | | |
| 1. 10th Finance Commission | - | - | - | - | 19950 (47.07) | 20375 (32.33) | - | - | - | - | 17775 (21.99) | 17250 (21.67) |
| 2. Jawahar Rojgar Yojana | - | - | - | - | - | - | 51440 (60.94) | 50118 (38.00) | 49197 (35.73) | 37123 (58.06) | 24593 (30.43) | 27052 (34.02) |
| 3. State Finance Commission | - | - | - | - | - | 18000 (28.56) | - | - | - | - | - | 15000 (18.87) |
| 4. Nirbal Warg Awas Yojana | 2500 (57.89) | 29000 (93.74) | 10000 (82.84) | 20000 (89.91) | 20000 (47.19) | 22000 (34.91) | 25500 (30.21) | 28500 (21.61) | 30000 (21.74) | 10000 (15.64) | 20000 (24.74) | - |
| 5. Indira Awas Yojana | - | - | - | - | - | - | 4920 (5.83) | 50800 (38.81) | 55880 (40.58) | 14000 (21.89) | 15400 (10.86) | 16940 (21.29) |
| 6. Rural Sanitation | - | - | - | - | - | - | - | - | - | - | - | - |
| 7. Slaughter Houses | 1480 (34.28) | 1600 (5.17) | 1735 (14.36) | 1906 (8.57) | 2096 (4.94) | 2305 (3.66) | 1968 (2.33) | 1900 (1.44) | 2035 (1.48) | 2238 (3.50) | 2461 (3.01) | 2707 (3.40) |
| 8. Departmental Aid | - | - | - | - | - | - | - | - | - | - | - | - |
| TOTAL (Grants-in-aid) | 3980 (92.17) | 30600 (98.91) | 117352 (97.22) | 1906 (98.48) | 42046 (99.20) | 82680 (99.46) | 83828 (99.31) | 131318 (98.56) | 137112 (99.58) | 63361 (99.09) | 80229 (99.28) | 78949 (99.27) |
| GRAND TOTAL | 4318 (100) | 30938 (100) | 12073 (100) | 22244 (100) | 42384 (100) | 63018 (100) | 84410 (100) | 131900 (100) | 137694 (100) | 63943 (100) | 80811 (100) | 79531 (100) |

ANNEXURE II: REVENUE OF SAMPLE GRAM PANCHAYATS OF SAHARANPUR DISTRICT: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|--------------------------------|---------------------------|---------------------------|---------------------------|---------------------------|---------------------------|----------------------------|
| A. TAX REVENUE | | | | | | |
| 1. Surcharge on Land Revenue | 3806 (0.51) | 3806 (0.47) | 3806 (0.59) | 3806 (0.44) | 3806 (0.45) | 3806 (0.26) |
| 2. Tax on Animals | 58500 (7.82) | 63465 (7.59) | 65050 (10.18) | 73000 (8.51) | 10400 (1.24) | 11440 (0.77) |
| TOTAL (TAX REVENUE) | 62306 (8.33) | 67271 (8.05) | 68856 (10.78) | 7686 (8.95) | 14206 (1.69) | 15246 (1.03) |
| B. GRANTS-IN-AID (PLAN) | | | | | | |
| 1. 10th Finance Commission | — | — | — | — | 88325 (10.50) | 88675 (5.98) |
| 2. Jawahar Rojgar Yojana | 253735 (33.92) | 213183 (25.51) | 213019 (33.33) | 245803 (28.63) | 244741 (29.10) | 237184 (15.99) |
| 3. State Finance Commission | — | — | — | — | — | 79000 (5.32) |
| C. OTHER GRANTS | | | | | | |
| 4. Nirbal Warg Awas Yojana | 65500 (8.76) | 83500 (9.99) | 66500 (10.41) | 81000 (9.44) | 112100 (13.33) | 101310 (6.83) |
| 5. Indira Awas Yojana | 156930 (20.98) | 239500 (28.66) | 163880 (25.65) | 196000 (22.83) | 273400 (32.51) | 300740 (20.27) |
| 6. Rural Sanitation | 204007 (27.27) | 226675 (27.12) | 120750 (18.90) | 204250 (23.79) | 45000 (5.36) | 651500 (43.91) |
| 7. Slaughter Houses | 5488 (0.74) | 5550 (0.68) | 6008 (0.94) | 6582 (0.77) | 9157 (1.09) | 10072 (0.68) |
| 8. Departmental Aid | — | — | — | 48000 (5.59) | 54000 (6.42) | — |
| TOTAL (Grants-In-aid) | 685660 (91.67) | 768408 (91.95) | 570157 (89.22) | 781635 (91.05) | 826723 (98.31) | 1468481 (98.97) |
| GRAND TOTAL | 747966 (100) | 835679 (100) | 639013 (100) | 858441 (100) | 840929 (100) | 1483727 (100) |

Source: Based on Annexure - I.

ANNEXURE III : REVENUE OF SAMPLE GRAM PANCHAYATS OF SULTANPUR DISTRICT: 1992-93 TO 1997-98

| ITEMS | GRAM PANCHAYAT - KUTTA SUHAGPUR | | | | | | GRAM PANCHAYAT - LOHGI | | | | | |
|---|---------------------------------|----------------|----------------|----------------|------------------|------------------|------------------------|----------------|----------------|-----------------|------------------|------------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
| A. TAX REVENUE | | | | | | | | | | | | |
| 1. Surcharge on Land Revenue | - | - | - | - | - | - | - | - | - | - | - | - |
| B. NON TAX REVENUE | | | | | | | | | | | | |
| 1. Rents and other Income from own Properties | - | - | - | - | - | - | - | - | - | - | - | - |
| 2. Interest Receipts | - | - | - | - | - | - | - | - | - | - | - | - |
| TOTAL (Non-Tax Revenue) | - | - | - | - | - | - | - | - | - | - | - | - |
| C. GRANTS-IN-AID | | | | | | | | | | | | |
| 1. 10th Finance Commission | - | - | - | - | 12650 (27.99) | 13200 (21.03) | - | - | - | - | 14375 (29.84) | 15625 (23.26) |
| 2. Jawahar Rozgar Yojana | 34337 (100) | 54211 (100) | 44706 (100) | 44706 (100) | 32538 (100) | 35791 (100) | 34476 (100) | 32325 (100) | 39352 (100) | 436434 (100) | 33795 (100) | 37174 (100) |
| 3. State Finance Commission | - | - | - | - | - | 13750 (22.19) | - | - | - | - | - | 14375 (21.39) |
| 4. Sunishchit Rozgar Yojana | - | - | - | - | - | - | - | - | - | - | - | - |
| TOTAL (Grants-in-aid) | 34337 (100) | 54211 (100) | 44706 (100) | 44706 (100) | 45188 (100) | 62741 (100) | 34476 (100) | 32325 (100) | 39352 (100) | 46434 (100) | 48170 (100) | 67174 (100) |
| GRAND TOTAL | 34337 (100) | 54211 (100) | 44706 (100) | 44706 (100) | 45188 (100) | 62741 (100) | 34476 (100) | 32325 (100) | 39352 (100) | 46434 (100) | 48170 (100) | 67174 (100) |

Contd.....

Annexure III Contd.....

| ITEMS | GRAM PANCHAYAT - BABHAN GAON | | | | | | GRAM PANCHAYAT - BANSI | | | | | |
|---|------------------------------|------------------|------------------|------------------|-------------------|-------------------|------------------------|------------------|------------------|------------------|------------------|-------------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
| A. TAX REVENUE | | | | | | | | | | | | |
| 1. Surcharge on Land Revenue | 580 (0.97) | 580 (0.87) | 580 (0.71) | 580 (0.58) | 580 (0.47) | 580 (0.38) | 1000 (1.13) | 1000 (1.13) | 1000 (0.98) | 1000 (1.09) | 1000 (1.03) | 1000 (0.91) |
| B. NON TAX REVENUE | | | | | | | | | | | | |
| 1. Rents and other Income from own Properties | - | - | - | - | - | - | 1000 (1.13) | 1000 (1.13) | 2500 (2.47) | 1000 (1.09) | 1000 (5.17) | 1000 (0.91) |
| 2. Interest Receipts | - | - | - | - | - | - | 5000 (5.69) | 7000 (7.96) | 2000 (1.97) | 1000 (1.09) | 5000 (5.17) | 1000 (0.91) |
| TOTAL (Non-Tax Revenue) | - | - | - | - | - | - | 6000 (6.82) | 8000 (9.10) | 4500 (4.43) | 2000 (2.20) | 6000 (6.21) | 2000 (1.82) |
| C. GRANTS-IN-AID | | | | | | | | | | | | |
| 1. 10th Finance Commission | - | - | - | - | 15000 (12.05) | 16500 (10.96) | - | - | - | - | 12650 (13.09) | 13750 (12.50) |
| 2. Jawahar Rozgar Yojana | 18900 (31.51) | 21000 (31.54) | 30000 (37.23) | 44000 (44.19) | 48400 (38.88) | 53240 (35.33) | 46000 (52.27) | 39000 (44.32) | 51000 (50.25) | 38000 (41.58) | 22000 (27.77) | 20000 (18.19) |
| 3. State Finance Commission | - | - | - | - | - | 13800 (9.16) | - | - | - | - | - | 13200 (12.00) |
| 4. Sunishchit Rozgar Yojana | 40500 (67.52) | 45000 (67.59) | 50000 (62.06) | 55000 (55.23) | 60500 (48.60) | 66550 (44.17) | 35000 (38.78) | 40000 (45.46) | 45000 (44.33) | 50000 (54.94) | 55000 (56.91) | 60000 (54.57) |
| TOTAL (Grants-in-aid) | 59400 (99.03) | 66000 (99.13) | 80000 (99.28) | 99000 (99.41) | 123900 (99.53) | 150090 (99.62) | 81000 (92.04) | 79000 (89.78) | 96000 (94.59) | 88000 (16.70) | 89650 (92.76) | 106950 (97.27) |
| GRAND TOTAL | 59980 (100) | 66580 (100) | 80580 (100) | 99580 (100) | 124480 (100) | 150670 (100) | 88000 (100) | 88000 (100) | 101500 (100) | 91000 (100) | 96650 (100) | 109950 (100) |

Source: Records of Gram Panchayats.

ANNEXURE IV : REVENUE OF SAMPLE GRAM PANCHAYATS OF SULTANPUR DISTRICT: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|---|---------------------------|---------------------------|---------------------------|---------------------------|---------------------------|---------------------------|
| A. TAX REVENUE | | | | | | |
| 1. Surcharge on Land Revenue | 580 (0.73) | 1580 (0.66) | 1580 (0.59) | 1580 (0.56) | 1580 (0.50) | 1580 (0.40) |
| B. NON TAX REVENUE | | | | | | |
| 1. Rents and other income from own properties | 1000 (0.46) | 1000 (0.41) | 25000 (0.94) | 1000 (0.35) | 1000 (0.32) | 1000 (0.26) |
| 2. Interest Receipts | 5000 (2.31) | 7000 (2.90) | 2000 (0.75) | 1000 (0.35) | 5000 (1.59) | 1000 (0.26) |
| TOTAL (Non-Tax Revenue) | 6000 (2.77) | 8000 (3.32) | 4500 (1.69) | 2000 (0.71) | 6000 (1.91) | 2000 (0.51) |
| C. GRANTS-IN-AID | | | | | | |
| 1. 10th Finance Commission | — | — | — | — | 54675 (17.39) | 59075 (15.13) |
| 2. Jawahar Rozgar Yojana | 133713 (61.68) | 146536 (60.77) | 165058 (62.02) | 173140 (61.46) | 1376733 (43.48) | 146205 (37.44) |
| 3. State Finance Commission | — | — | — | — | — | 55125 (14.12) |
| 4. Sunishchit Rozgar Yojana | 75500 (34.83) | 85000 (35.25) | 45000 (35.70) | 105000 (37.27) | 115500 (36.73) | 126550 (32.40) |
| TOTAL (Grants-in-aid) | 209213 (96.50) | 231536 (96.03) | 260058 (97.72) | 278140 (98.73) | 306908 (97.58) | 386955 (99.09) |
| GRAND TOTAL | 216793 (100) | 241116 (100) | 266138 (100) | 281720 (100) | 314488 (100) | 390535 (100) |

Source: Based on Annexure III.

ANNEXURE V : REVENUE OF GRAM PANCHAYATS IN U.P.: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|--|-------------------------|-------------------------|--------------------------|-------------------------|-------------------------|-------------------------|
| A. TAX REVENUE | | | | | | |
| 1. Surcharge on Land Revenue | 5386 (0.56) | 5386 (0.50) | 5386 (0.60) | 5386 (0.47) | 5386 (0.47) | 5386 (0.29) |
| 2. Tax on Animals | 58500 (6.62) | 63465 (6.39) | 65050 (7.78) | 73000 (6.87) | 10400 (1.37) | 11440 (0.90) |
| TOTAL (TAX REVENUE) | 63886 (6.62) | 68851 (6.39) | 70436 (97.78) | 78386 (6.87) | 15786 (1.37) | 16826 (0.90) |
| B. NON-TAX REVENUE | | | | | | |
| 1. Rent and other income from own Properties | 1000 (0.10) | 1000 (0.09) | 2500 (0.28) | 1000 (0.09) | 1000 (0.09) | 1000 (0.05) |
| 2. Interest Receipts | 5000 (0.52) | 7000 (0.65) | 2000 (0.22) | 1000 (0.09) | 5000 (0.43) | 1000 (0.05) |
| TOTAL (Grants-in-aid) | 6000 (0.62) | 8000 (0.74) | 4500 (0.50) | 2000 (0.18) | 6000 (0.52) | 2000 (0.11) |
| 1. 10th Finance Commission | — | — | — | — | 143000 (12.38) | 147750 (7.88) |
| 2. Jawahar Rojgar Yojana | 387448 (40.16) | 359719 (33.41) | 378077 (41.77) | 418943 (36.74) | 381474 (33.02) | 383389 (20.46) |
| 3. State Finance Commission | — | — | — | — | — | 134125 (7.16) |
| 4. Nirbal Warg Awas Yojana | 65500 (6.79) | 83500 (7.75) | 66500 (7.35) | 81000 (7.10) | 112100 (9.70) | 101310 (5.41) |

Contd.....

Annexure V Contd.....

| ITEMS | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
|----------------------------------|---------------------------|---------------------------|---------------------------|----------------------------|----------------------------|----------------------------|
| 5. Indira Awas Yojana | 156930 (16.27) | 239500 (22.24) | 1638880 (18.11) | 196000 (17.19) | 273400 (23.66) | 300740 (16.05) |
| 6. Rural Sanitation | 204007 (21.15) | 226675 (21.05) | 120750 (13.34) | 204250 (17.91) | 45000 (3.89) | 651500 (34.76) |
| 7. Slaughter Houses | 5488 (0.57) | 5550 (0.52) | 6008 (0.66) | 6582 (0.58) | 9157 (0.79) | 10072 (0.54) |
| 8. Sunishchit Rozgar | 75500 (7.83) | 85000 (7.89) | 95000 (10.50) | 105000 (9.21) | 115500 (10.00) | 126550 (6.75) |
| 9. Departmental Aid | — | — | — | 48000 (4.21) | 54000 (4.67) | — |
| TOTAL (Grants-in-aid) | 894873 (92.76) | 999944 (92.86) | 830215 (91.72) | 1059775 (92.95) | 1133631 (98.11) | 1855436 (99.00) |
| GRAND TOTAL | 964759 (100) | 1076795 (100) | 905151 (100) | 1140161 (100) | 1155417 (100) | 1874262 (100) |

Source: Based on Annexure II and IV.

ANNEXURE VI : EXPENDITURE BY SAMPLE GRAM PANCHAYATS OF SAHARANPUR DISTRICT:
1992-93 TO 1997-98

| ITEMS | GRAM PANCHAYAT - MAVI KHURD | | | | | | GRAM PANCHAYAT - MANKAMAU | | | | | |
|---|-----------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|---------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
| 1. Rural Sanitation | 127575 (41.33) | 141750 (45.75) | 157500 (49.44) | 175000 (43.97) | 12500 (4.10) | 13750 (4.07) | 212500 (47.51) | 105000 (30.91) | 29250 (14.51) | 32500 (14.12) | 35750 (10.47) | 36220 (10.63) |
| 2. Drining Water Supply | 12000 (3.89) | 15000 (4.84) | 20000 (6.28) | 25000 (6.28) | 30000 (9.83) | 35000 (10.38) | 12000 (2.68) | 13000 (3.83) | 15000 (7.44) | 17000 (7.39) | 18000 (5.27) | 22000 (5.87) |
| 3. Centrally sponsored poverty alleviation Programmes/Main- tenance work undr JRY | 54575 (17.69) | 54473 (17.58) | 32057 (10.6) | 7039 (1.77) | 52389 (17.18) | 157627 (17.08) | 147720 (33.03) | 105612 (31.09) | 131765 (65.39) | 138641 (60.24) | 167757 (49.12) | 152505 (44.76) |
| 4. Nirbal Warg Awas Yojana | 16500 (5.35) | 9500 (3.07) | 10000 (3.14) | 11000 (2.76) | 12100 (3.97) | 13310 (3.94) | 21000 (4.70) | 16500 (4.86) | 16500 (8.19) | 40000 (17.38) | 60000 (17.57) | 6600 (19.37) |
| 5. Indira Awas Yojana | 98010 (31.75) | 89100 (28.76) | 99000 (31.08) | 180000 (45.22) | 198000 (64.92) | 217800 (64.53) | 54000 (12.08) | 99600 (29.31) | 9000 (4.47) | 2000 (0.87) | 60000 (17.57) | 66000 (19.37) |
| TOTAL | 308660 (100) | 309823 (100) | 318557 (100) | 398039 (100) | 304989 (100) | 337487 (100) | 447220 (100) | 339712 (100) | 201515 (100) | 230141 (100) | 341507 (100) | 340725 (100) |

Contd.....

Annexure VI Contd.....

| ITEMS | GRAM PANCHAYAT - SHERPUR | | | | | | GRAM PANCHAYAT - SALEMPUR | | | | | |
|--|--------------------------|-------------------------|-------------------------|------------------------|------------------------|------------------------|---------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
| 1. Rural Sanitation | - | - | - | - | - | - | - | - | - | - | - | - |
| 2. Drinking water supply | 11000 (3.89) | 12000 (4.84) | 13000 (6.28) | 15000 (6.28) | 17000 (9.83) | 20000 (10.38) | 14000 (2.68) | 16000 (3.83) | 18000 (7.44) | 20000 (7.39) | 22000 (5.27) | 22000 (5.87) |
| 3. Centrally sponsored poverty alleviation Programmes/Mainte- nance work under JRY | 51440 (55.51) | 50118 (35.43) | 49197 (40.63) | 37173 (55.33) | 24573 (31.93) | 27052 (30.40) | - | - | - | - | - | - |
| 4. Nirbal Warg Awas Yojana | 25500 (27.51) | 28500 (20.15) | 3000 (2.48) | 1000 (1.49) | 20000 (25.98) | 25000 (28.09) | 8500 (37.78) | 19000 (54.29) | 10000 (35.71) | 20000 (50.00) | 20000 (47.62) | 22000 (50.00) |
| 5. Indira Awas Yojana | 4720 (5.09) | 50800 (35.92) | 55880 (46.16) | 14000 (20.83) | 15400 (20.00) | 16940 (19.04) | - | - | - | - | - | - |
| TOTAL | 92660 (100) | 141418 (100) | 121077 (100) | 67173 (100) | 16973 (100) | 88992 (100) | 22500 (100) | 35000 (100) | 28000 (100) | 40000 (100) | 42000 (100) | 44000 (100) |

Source: Records of Gram Panchayats.

ANNEXURE VII: EXPENDITURE BY SAMPLE GRAM PANCHAYATS OF SULTANPUR DISTRICT:
1992-93 TO 1997-98

| ITEMS | GRAM PANCHAYAT - KUTTA SUHAGPUR | | | | | | GRAM PANCHAYAT - LOHAGI | | | | | |
|---|---------------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|-------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
| 1. Drinking Water Supply | 15000 (30.40) | 17000 (34.55) | 20000 (26.95) | 25000 (35.87) | 30000 (47.97) | 35000 (49.44) | 10000 (22.48) | 12000 (27.07) | 15000 (27.60) | 17000 (26.80) | 18000 (34.75) | 20000 (34.98) |
| 2. Public Work Including Roads | - | - | - | - | - | - | - | - | - | - | - | - |
| 3. Centrally sponsored Poverty Alleviation Programmes/maintenance work under J.R.Y. | 34337 (69.60) | 32201 (65.45) | 54211 (73.05) | 44706 (64.13) | 32538 (52.03) | 35791 (50.56) | 34476 (77.52) | 32325 (72.93) | 39352 (72.40) | 46434 (72.20) | 33795 (65.25) | 37174 (65.02) |
| 4. Sunischit Rojgar Yojana | - | - | - | - | - | - | - | - | - | - | - | - |
| TOTAL | 49337 (100) | 49201 (100) | 74211 (100) | 69706 (100) | 62538 (100) | 70791 (100) | 44476 (100) | 44325 (100) | 54352 (100) | 63434 (100) | 51795 (100) | 57174 (100) |

Contd.....

Annexure VII Contd.....

| ITEMS | GRAM PANCHAYAT - BABHANGARH | | | | | | GRAM PANCHAYAT - BANSI | | | | | |
|--|-----------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|-------------------------|-------------------------|-------------------------|------------------------|-------------------------|-------------------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
| 1. Drinking water supply | 26000 (59.09) | 28600 (55.56) | 31460 (51.19) | 34606 (44.02) | 38066 (44.22) | 41932 (44.64) | 17000 (16.75) | 20000 (19.70) | 22000 (18.08) | 25000 (35.01) | 30000 (18.69) | 35000 (19.69) |
| 2. Public work including roads | - | - | - | - | - | - | 3500 (3.44) | 2500 (2.47) | 3700 (3.04) | 3400 (4.76) | 3500 (2.18) | 3800 (2.14) |
| 3. Centrally sponsored poverty alleviation programmes/main-tenance work under J.R.Y. | 18000 (40.91) | 21000 (42.34) | 30000 (48.81) | 44000 (55.98) | 48000 (55.78) | 52000 (55.36) | 46000 (45.32) | 39000 (38.42) | 51000 (41.90) | 38000 (53.23) | 72000 (44.86) | 79000 (44.43) |
| 4. Sunischit Rojgar Yojana | - | - | - | - | - | - | 35000 (34.82) | 40000 (39.41) | 45000 (36.98) | 5000 (7.00) | 55000 (34.37) | 60000 (33.74) |
| TOTAL | 44000 (100) | 49600 (100) | 61460 (100) | 78606 (100) | 86066 (100) | 93932 (100) | 101500 (100) | 101500 (100) | 121700 (100) | 71400 (100) | 160500 (100) | 177800 (100) |

Source : Records of Gram Panchayats.

**ANNEXURE VIII : EXPENDITURE OF SAMPLE GRAM PANCHAYATS OF SAHARANPUR DISTRICT:
1992-93 TO 1997-98**

| ITEMS | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
|---|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|
| 1. Rural Sanitation | 340075 (0.39) | 246750 (0.30) | 186750 (0.28) | 207500 (0.28) | 48250 (0.06) | 49970 (0.06) |
| 2. Drinking Water Spply | 49000 (5.63) | 56000 (6.78) | 66000 (9.86) | 77000 (10.47) | 87000 (11.37) | 97000 (11.96) |
| 3. Public works Including Roads | - | - | - | - | - | - |
| 4. Centrally sponsored Poverty Alleviation Programmes Main- tenance works under JRY | 253735 (29.13) | 210203 (25.45) | 213019 (31.83) | 182853 (24.87) | 244719 (31.97) | 237184 (29.24) |
| 5. Nirbal Warg Awas Yojana | 71500 (8.21) | 73500 (8.90) | 39500 (5.90) | 72000 (9.79) | 112100 (14.64) | 126310 (15.57) |
| 6. Indira Awas Yojana | 156730 (17.99) | 239500 (29.00) | 163880 (24.49) | 196000 (26.65) | 273400 (35.72) | 300740 (37.07) |
| 7. Sunischit Rozgar Yojna | - | - | - | - | - | - |
| TOTAL | 871040 (100) | 825953 (100) | 669149 (100) | 735353 (100) | 765469 (100) | 811204 (100) |

Source: Based on Annexure VI.

ANNEXURE IX: EXPENDITURE OF SAMPLE GRAM PANCHAYATS OF SULTANPUR DISTRICT:
1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|--|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|
| 1. Rural Sanitation | - | - | - | - | - | - |
| 2. Drinking Water Supply | 68000 (28.41) | 77600 (31.72) | 88460 (28.38) | 1016066 (35.88) | 116066 (32.16) | 131932 (33.01) |
| 3. Public Works Including Roads | 3500 (1.46) | 2500 (1.02) | 3700 (1.19) | 3400 (1.20) | 3500 (0.97) | 3800 (0.95) |
| 4. Centrally Sponsored Poverty Alleviation Pro- gramme Maintenance work under JRY | 132813 (55.50) | 124526 (50.90) | 174563 (56.00) | 133140 (61.15) | 186333 (51.63) | 203965 (51.03) |
| 5. Nirbal Warg Awas Yojana | - | - | - | - | - | - |
| 6. Indira Awas Yojna | - | - | - | - | - | - |
| 7. Sunischit Rozgar Yojana | 35000 (14.63) | 40000 (16.35) | 45000 (14.44) | 5000 (1.77) | 55000 (15.24) | 60000 (15.01) |
| TOTAL | 239313 (100) | 244626 (100) | 311723 (100) | 283146 (100) | 360899 (100) | 399697 (100) |

Source: Based on Annexure VIII.

ANNEXURE X : EXPENDITURE OF GRAM PANCHAYATS IN U.P.: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|---|-----------------------------|-----------------------------|----------------------------|-----------------------------|-----------------------------|-----------------------------|
| 1. Rural Sanitation | 340075 (30.63) | 246750 (23.05) | 186750 (19.04) | 207500 (20.37) | 48250 (4.28) | 49970 (4.13) |
| 2. Drinking Water Supply | 117000 (10.54) | 133600 (12.48) | 554460 (15.75) | 178606 (17.54) | 203066 (18.03) | 228932 (18.91) |
| 3. Public Works Including Roads | 3500 (0.32) | 2500 (0.23) | 3700 (0.38) | 3400 (0.33) | 3500 (0.31) | 3800 (0.31) |
| 4. Centrally sponsored Poverty Alleviation Programmes/Main- tenance Works under JRY | 386548 (34.81) | 334729 (31.27) | 387582 (39.51) | 355993 (34.95) | 431052 (38.27) | 4411409 (36.43) |
| 5. Nirbal Warg Awas Yojana | 71500 (6.44) | 73500 (6.87) | 39500 (4.03) | 72000 (7.07) | 112100 (9.95) | 126310 (10.43) |
| 6. Indira Awas Yojana | 156730 (14.12) | 239500 (22.37) | 163880 (16.70) | 196000 (19.24) | 273400 (24.27) | 300740 (24.84) |
| 7. Sunishchit Rozgar Yojna | 35000 (3.15) | 40000 (3.74) | 45000 (4.59) | 5000 (0.49) | 55000 (4.88) | 60000 (4.95) |
| TOTAL | 1110353 (100.00) | 1070579 (100.00) | 980872 (100.00) | 1018499 (100.00) | 1126368 (100.00) | 1210901 (100.00) |

Source: Based on Annexure VII and IX.

ANNEXURE XI : PER CAPITA REVENUE OF SAMPLE GRAM PANCHAYATS IN SAHARANPUR DISTRICT: 1992-93 TO 1997-98

| ITEMS | GRAM PANCHAYAT - MAVIKHURD | | | | | | GRAM PANCHAYAT - MANKAMAU | | | | | |
|--------------------------------|----------------------------|---------|---------|---------|---------|---------|---------------------------|---------|---------|---------|---------|---------|
| | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
| A. TAX REVENUE | | | | | | | | | | | | |
| 1. Surcharge on Land Revenue | 0.67 | 0.65 | 0.04 | 0.62 | 0.61 | 0.59 | 0.77 | 0.75 | 0.73 | 0.72 | 0.70 | 0.68 |
| 2. Tax on Animal | - | - | - | - | - | - | 26.52 | 28.06 | 28.05 | 30.70 | 4.27 | 4.58 |
| TOTAL (TAX REVENUE) | 0.67 | 0.65 | 0.64 | 0.62 | 0.61 | 0.59 | 27.29 | 28.81 | 28.78 | 31.41 | 4.97 | 5.26 |
| B. GRANTS-IN-AID (PLAN) | | | | | | | | | | | | |
| 1. 10th Finance Commission | - | - | - | - | 14.36 | 14.13 | - | - | - | - | 9.27 | 9.12 |
| 2. Jawahar Rojgar Yojana | 30.94 | 31.76 | 17.28 | 36.82 | 26.87 | 28.31 | 66.96 | 46.69 | 56.82 | 58.30 | 68.81 | 61.00 |
| 3. State Finance Commission | - | - | - | - | - | 13.00 | - | - | - | - | - | 8.00 |
| 4. Nirbal Warg Awas Yojana | 9.35 | 5.25 | 5.39 | 5.78 | 6.21 | 6.66 | 9.52 | 7.29 | 7.12 | 16.82 | 24.61 | 26.40 |
| 5. Indira Awas Yojana | 55.56 | 49.25 | 53.37 | 94.64 | 101.54 | 108.90 | 24.48 | 44.03 | 3.88 | 0.84 | 24.61 | 26.40 |
| 6. Rural Sanitation | 7.23 | 7.84 | 8.49 | 92.01 | 6.41 | 7.88 | 86.70 | 93.94 | 45.28 | 12.30 | 13.33 | 254.30 |
| 7. Slaughter Houses | - | - | - | - | - | - | 0.92 | 0.91 | 9.97 | 1.03 | 1.89 | 2.02 |
| 8. Departmental Aid | - | - | - | 25.24 | 27.69 | - | - | - | - | - | - | - |
| TOTAL (Grants-in-aid) | 103.08 | 94.1 | 84.53 | 254.49 | 183.08 | 179.38 | 188.58 | 192.86 | 114.07 | 89.29 | 142.52 | 387.24 |
| GRAND TOTAL | 103.75 | 94.75 | 85.17 | 255.11 | 183.69 | 179.97 | 215.87 | 221.67 | 142.85 | 120.71 | 147.48 | 392.50 |

Contd.....

Annexure XI Contd.....

| ITEMS | GRAM PANCHAYAT - SALEMPUR | | | | | | GRAM PANCHAYAT - SHERPUR | | | | | |
|--------------------------------|---------------------------|--------------|-------------|--------------|--------------|--------------|--------------------------|--------------|--------------|--------------|--------------|--------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997 98 |
| A. TAX REVENUE | | | | | | | | | | | | |
| 1. Surcharge on Land Revenue | 0.22 | 0.21 | 0.21 | 0.20 | 0.20 | 0.19 | 0.44 | 0.43 | 0.42 | 0.41 | 0.40 | 0.39 |
| 2. Tax on Animal | - | - | - | - | - | - | - | - | - | - | - | - |
| TOTAL (TAX REVENUE) | 0.22 | 0.21 | 0.21 | 0.20 | 0.20 | 0.19 | 0.44 | 0.43 | 0.42 | 0.41 | 0.40 | 0.39 |
| B. GRANTS-IN-AID (PLAN) | | | | | | | | | | | | |
| 1. 10th Finance Commission | - | - | - | - | 11.69 | 11.64 | - | - | - | - | 12.15 | 11.50 |
| 2. Jawahar Rojgar Yojana | - | - | - | - | - | - | 38.82 | 36.91 | 35.94 | 26.01 | 16.81 | 18.03 |
| 3. State Finance Commission | - | - | - | - | - | 10.29 | - | - | - | - | - | 10.00 |
| 4. Nirbal Warg Awas | 1.62 | 18.31 | 6.16 | 12.01 | 11.72 | 12.57 | 19.25 | 20.99 | 21.55 | 7.01 | 13.67 | - |
| 5. Indira Awas Yojana | - | - | - | - | - | - | 3.71 | 37.41 | 40.14 | 9.81 | 10.53 | 11.29 |
| 6. Rural Sanitation | - | - | - | - | - | - | - | - | - | - | - | - |
| 7. Slaughter Houses | 0.96 | 1.01 | 1.07 | 1.14 | 1.23 | 1.32 | 1.49 | 1.40 | 1.46 | 1.57 | 1.68 | 1.80 |
| 8. Departmental Aid | - | - | - | - | - | - | - | - | - | - | - | - |
| TOTAL (Grants-in-aid) | 2.58 | 19.32 | 7.23 | 13.15 | 24.64 | 35.82 | 63.27 | 96.71 | 99.09 | 44.41 | 54.84 | 52.62 |
| GRAND TOTAL | 2.80 | 19.53 | 7.44 | 13.35 | 24.84 | 36.01 | 63.71 | 97.14 | 99.51 | 44.81 | 55.24 | 53.01 |

Source: Records of Gram Panchayats.

ANNEXURE XII: PER CAPITA REVENUE OF GRAM PANCHAYATS IN SAHARANPUR DISTRICT: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|--------------------------------|---------------|---------------|--------------|---------------|---------------|---------------|
| A. TAX REVENUE | | | | | | |
| 1. Surcharge on Land Revenue | 0.56 | 0.54 | 0.53 | 0.52 | 0.50 | 0.49 |
| 2. Tax on Animal | 8.55 | 9.05 | 9.05 | 9.90 | 1.38 | 1.48 |
| TOTAL (TAX REVENUE) | 9.11 | 9.59 | 9.58 | 10.42 | 1.88 | 1.97 |
| B. GRANTS-IN-AID (PLAN) | | | | | | |
| 1. 10th Finance Commission | — | — | — | — | 11.69 | 11.44 |
| 2. Jawahar Rojgar Yojana | 37.10 | 30.40 | 29.63 | 33.34 | 32.38 | 30.60 |
| 3. State Finance Commission | — | — | — | — | — | 10.19 |
| 4. Nirbal Warg Awas Yojana | 9.58 | 11.91 | 9.25 | 11.99 | 14.83 | 17.07 |
| 5. Indira Awas Yojana | 22.94 | 34.15 | 22.79 | 26.59 | 36.17 | 38.81 |
| 6. Rural Sanitation | 29.83 | 32.32 | 16.79 | 27.71 | 5.95 | 84.06 |
| 7. Slaughter Houses | 0.80 | 0.79 | 0.84 | 0.89 | 1.21 | 1.30 |
| 8. Departmental Aid | — | — | — | 6.51 | 7.14 | — |
| TOTAL (Grants-in-aid) | 100.25 | 109.57 | 79.3 | 107.03 | 109.37 | 193.47 |
| GRAND TOTAL | 109.36 | 119.16 | 88.88 | 117.45 | 111.25 | 195.44 |

Source: Based on Annexure XI.

**ANNEXURE XIII: PER CAPITA REVENUE OF SAMPLE GRAM PANCHAYATS IN SULTANPUR DISTRICT:
1992-93 TO 1997-98**

| ITEMS | GRAM PANCHAYAT - KUTTASUHAGPUR | | | | | | GRAM PANCHAYAT - LOHAGI | | | | | |
|---|--------------------------------|---------|---------|---------|---------|---------|-------------------------|---------|---------|---------|---------|---------|
| | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
| A. TAX REVENUE | | | | | | | | | | | | |
| 1. Surcharge on Land Revenue | - | - | - | - | - | - | - | - | - | - | - | - |
| B. Non-Tax Revenue | | | | | | | | | | | | |
| 1. Rents and other Income from own Properties | - | - | - | - | - | - | - | - | - | - | - | - |
| 2. Interest Receipts | - | - | - | - | - | - | - | - | - | - | - | - |
| TOTAL (Non-Tax) | - | - | - | - | - | - | - | - | - | - | - | - |
| C GRANTS-IN-AID | | | | | | | | | | | | |
| 1. 10th Finance Commission | - | - | - | - | 12.97 | 13.20 | - | - | - | - | 12.29 | 13.02 |
| 2. Jawahar Rojgar Yojana | 38.89 | 59.90 | 48.17 | 47.01 | 33.37 | 35.79 | 32.56 | 29.77 | 35.36 | 40.70 | 28.88 | 30.98 |
| 3. State Finance Commission | - | - | - | - | - | 13.75 | - | - | - | - | - | 11.98 |
| 4. Sunishchsit Rozgar Yojana | - | - | - | - | - | - | - | - | - | - | - | - |
| TOTAL (Grants-in-aid) | 38.89 | 59.90 | 48.17 | 47.01 | 46.34 | 62.74 | 32.56 | 29.77 | 35.36 | 40.70 | 41.17 | 55.98 |
| GRAND TOTAL | 38.89 | 59.90 | 48.17 | 47.01 | 46.34 | 62.74 | 32.56 | 29.77 | 35.36 | 40.70 | 41.17 | 55.98 |

Source: Based on Records of Gram Panchayats.

Annexure XIII Contd.....

| ITEMS | GRAM PANCHAYAT - BABHAN GAON | | | | | | GRAM PANCHAYAT - BANSI | | | | | |
|---|------------------------------|-------------|-------------|-------------|-------------|-------------|------------------------|-------------|-------------|-------------|-------------|-------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
| A. TAX REVENUE | | | | | | | | | | | | |
| 1. Surcharge on Land Revenue | 0.44 | 0.42 | 0.41 | 0.41 | 0.40 | 0.39 | 0.91 | 0.88 | 0.86 | 0.84 | 0.82 | 0.80 |
| B. NON-TAX REVENUE | | | | | | | | | | | | |
| 1. Rents and other Income from own Properties | - | - | - | - | - | - | 0.91 | 0.88 | 2.16 | 0.84 | 0.82 | 0.80 |
| 2. Interest Receipts | - | - | - | - | - | - | 4.53 | 6.19 | 1.72 | 0.84 | 4.10 | 0.80 |
| TOTAL (Non-Tax) | - | - | - | - | - | - | 5.44 | 7.07 | 3.88 | 1.68 | 4.92 | 1.60 |
| C. GRANTS-IN-AID | | | | | | | | | | | | |
| 1. 10th Finance Commission | - | - | - | - | 10.25 | 11.00 | - | - | - | - | 10.38 | 11.00 |
| 2. Jawahar Rozgar Yojana | 14.18 | 15.36 | 21.40 | 30.83 | 33.08 | 35.49 | 41.70 | 34.48 | 43.97 | 31.96 | 18.05 | 16.00 |
| 3. State Finance Commission | - | - | - | - | - | 9.20 | - | - | - | - | - | 10.56 |
| 4. Sunishchit Rozgar Yojana | 30.38 | 32.92 | 35.66 | 38.54 | 41.35 | 44.37 | 31.73 | 35.37 | 38.79 | 42.05 | 45.12 | 48.00 |
| TOTAL (Grants-in-aid) | 44.56 | 48.28 | 57.07 | 69.37 | 84.69 | 100.07 | 73.44 | 69.85 | 82.76 | 74.01 | 73.54 | 85.56 |
| GRAND TOTAL | 45.00 | 48.71 | 57.47 | 69.78 | 85.09 | 100.45 | 79.78 | 77.80 | 87.50 | 76.53 | 79.28 | 87.96 |

Source: Based on Records of Gram Panchayats.

ANNEXURE XIV: PER CAPITA REVENUE OF GRAM PANCHAYATS IN SULTANPUR DISTRICT: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|---|--------------|--------------|--------------|--------------|--------------|--------------|
| A. TAX REVENUE | | | | | | |
| 1. Surcharge on Land Revenue | 0.36 | 0.35 | 0.34 | 0.34 | 0.33 | 0.32 |
| B. NON-TAX REVENUE | | | | | | |
| 1. Rents and other Income from own Properties | 0.23 | 0.22 | 0.54 | 0.21 | 0.21 | 0.20 |
| 2. Interest Receipts | 1.14 | 1.56 | 0.43 | 0.21 | 1.04 | 0.20 |
| TOTAL (Non-Tax) | 1.37 | 1.78 | 0.97 | 0.42 | 1.24 | 0.40 |
| C. GRANTS-IN-AID | | | | | | |
| 1. 10th Finance Commission | — | — | — | — | 11.33 | 11.93 |
| 2. Jawahar Rozgar Yojana | 30.54 | 32.64 | 35.86 | 36.78 | 28.33 | 29.54 |
| 3. State Finance Commission | — | — | — | — | — | 11.14 |
| 4. Sunishchit Rozgar Yojana | 17.25 | 18.94 | 20.64 | 22.30 | 23.93 | 25.57 |
| TOTAL (Grants-in-aid) | 47.79 | 51.58 | 56.50 | 59.08 | 63.58 | 78.17 |
| GRAND TOTAL | 49.52 | 53.71 | 57.81 | 59.84 | 65.15 | 78.89 |

Source: Based on Annexure XIII.

ANNEXURE XV: PER CAPITA REVENUE OF GRAM PANCHAYATS IN U.P.: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|---|-------------|-------------|-------------|-------------|-------------|-------------|
| A. TAX REVENUE | | | | | | |
| 1. Surcharge on Land Revenue | 0.48 | 0.47 | 0.46 | 0.45 | 0.42 | 0.42 |
| 2. Tax on Animal | 5.21 | 5.52 | 5.52 | 6.04 | 0.84 | 0.90 |
| TOTAL (TAX REVENUE) | 5.69 | 5.99 | 5.98 | 6.49 | 1.26 | 1.32 |
| B. NON TAX REVENUE | | | | | | |
| 1. Rents and other Income from own Properties | 0.09 | 0.09 | 0.21 | 0.08 | 0.08 | 0.08 |
| 2. Interest Receipts | 0.45 | 0.61 | 0.17 | 0.08 | 0.40 | 0.08 |
| TOTAL (Non-Tax) | 0.54 | 0.70 | 0.38 | 0.16 | 0.48 | 0.16 |
| C. GRANTS-IN-AID | | | | | | |
| 1. 10th Finance Commission | — | — | — | — | 11.55 | 16.63 |
| 2. Jawahar Rojgar Yojana | 34.34 | 31.27 | 32.06 | 34.68 | 30.38 | 30.19 |
| 3. State Finance Commission | — | — | — | — | — | 10.56 |

Contd.....

Annexure XV Contd.....

| ITEMS | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 |
|----------------------------------|--------------|--------------|--------------|--------------|--------------|---------------|
| 4. Nirbal Warg Awas Yojana | 5.84 | 7.26 | 5.64 | 7.71 | 9.05 | 7.98 |
| 5. Indira Awas Yojana | 13.99 | 20.82 | 13.90 | 16.23 | 22.08 | 23.68 |
| 6. Rural Sanitation | 18.19 | 19.71 | 10.24 | 16.91 | 3.63 | 51.30 |
| 7. Slaughter Houses | 0.49 | 0.48 | 0.51 | 0.544 | 0.74 | 0.79 |
| 8. Departmental Aid | — | — | — | 3.97 | 4.36 | — |
| 9. Sunishchit Rozgar Yojana | 6.73 | 7.39 | 8.06 | 8.69 | 9.33 | 9.96 |
| TOTAL (Grants-in-aid) | 79.78 | 86.93 | 70.41 | 87.73 | 91.12 | 151.09 |
| GRAND TOTAL | 86.01 | 93.62 | 76.77 | 94.39 | 92.86 | 152.57 |

Source: Based on Annexures XII and XIV.

ANNEXURE XVI: PER CAPITA EXPENDITURE BY SAMPLE GRAM PANCHAYATS OF SAHARANPUR DISTRICT:
1992-93 TO 1997-98

| ITEMS | GRAM PANCHAYAT - MAVIKHURD | | | | | | GRAM PANCHAYAT - MANKAMAU | | | | | |
|--|----------------------------|-------------|-------------|-------------|-------------|-------------|---------------------------|-------------|-------------|-------------|-------------|------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997 98 |
| 1. Rural & Sanitation | 72.32 | 78.36 | 84.91 | 92.01 | 6.41 | 6.88 | 96.33 | 46.42 | 12.61 | 13.67 | 14.66 | 14.49 |
| 2. Drinking Water Supply | 6.80 | 8.29 | 10.78 | 13.14 | 15.38 | 17.50 | 5.44 | 5.75 | 6.47 | 7.15 | 7.38 | 8.00 |
| 3. Public works including roads | - | - | - | - | - | - | - | - | - | - | - | - |
| 4. Centrally Sponsored Poverty Alleviation Programmes/Maintenance works under J.R.Y. | 30.94 | 30.11 | 17.28 | 3.70 | 26.87 | 28.81 | 66.96 | 46.69 | 56.82 | 58.30 | 68.81 | 61.00 |
| 5. Nirbal Warg Awas Yojana | 9.35 | 5.25 | 5.39 | 5.78 | 6.21 | 6.66 | 9.52 | 7.29 | 7.12 | 14.82 | 24.61 | 26.40 |
| 6. Indira Awas Yojana | 55.56 | 49.25 | 53.37 | 94.64 | 101.54 | 108.90 | 24.48 | 44.03 | 3.88 | 0.84 | 24.61 | 26.40 |
| TOTAL | 171.26 | 171.73 | 209.27 | 156.41 | 168.75 | 202.73 | 150.18 | 86.90 | 96.78 | 140.08 | 136.29 | 59.97 |

Annexure XVI Contd.....

| ITEMS | GRAM PANCHAYAT - SHERPUR | | | | | | GRAM PANCHAYAT - SALEMPUR | | | | | |
|--|--------------------------|--------------|--------------|--------------|--------------|--------------|---------------------------|--------------|--------------|--------------|--------------|--------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997 98 |
| 1. Rural & Sanitation | - | - | - | - | - | - | - | - | - | - | - | - |
| 2. Drinking Water Supply | 7.12 | 7.58 | 8.00 | 9.01 | 9.96 | 11.43 | 10.57 | 11.78 | 12.93 | 14.02 | 15.04 | 14.67 |
| 3. Public works Including Roads | - | - | - | - | - | - | - | - | - | - | - | - |
| 4. Centrally Sponsored Poverty Alleviation Programmes/Maintenance works under J.R.Y. | 33.29 | 31.64 | 30.29 | 22.33 | 14.40 | 15.46 | - | - | - | - | - | - |
| 5. Nirbal Warg Awas Yojana | 16.50 | 17.99 | 1.85 | 0.60 | 11.72 | 14.29 | 6.42 | 13.99 | 7.18 | 14.02 | 13.67 | 14.67 |
| 6. Indira Awas Yojana | 3.06 | 32.07 | 34.41 | 8.41 | 9.02 | 9.68 | - | - | - | - | - | - |
| TOTAL | 59.97 | 89.28 | 74.55 | 40.34 | 45.09 | 50.85 | 16.98 | 25.77 | 20.11 | 28.03 | 28.71 | 29.33 |

**ANNEXURE XVII: PER CAPITA EXPENDITURE OF GRAM PANCHAYATS IN SAHARANPUR DISTRICT:
1992-93 TO 1997-98**

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|--|---------------|---------------|--------------|---------------|---------------|---------------|
| 1. Rural Sanitation | 49.72 | 35.18 | 25.97 | 28.15 | 6.38 | 6.45 |
| 2. Drinking Water Supply | 7.16 | 7.99 | 9.18 | 10.44 | 11.51 | 12.52 |
| 3. Public Works Including Roads | — | — | — | — | — | — |
| 4. Centrally Sponsored Alleviation Programmes Maintenance/Maintenance Works under J.R.Y. | 37.10 | 29.97 | 29.63 | 24.80 | 32.38 | 30.60 |
| 5. Nibai Warg Awas Yojana | 10.45 | 10.48 | 5.49 | 9.77 | 14.83 | 16.30 |
| 6. Indira Awas Yojana | 22.91 | 35.01 | 23.96 | 28.65 | 39.97 | 43.97 |
| 7. Sunischit Rozgar Yojana | — | — | — | — | — | — |
| TOTAL | 127.34 | 111.63 | 94.23 | 101.81 | 105.07 | 109.84 |

ANNEXURE XVIII: PER CAPITA EXPENDITURE BY SAMPLE GRAM PANCHAYATS IN SULTANPUR DISTRICT:
1992-93 TO 1997-98

| ITEMS | GRAM PANCHAYAT - KUTTASUHAGPUR | | | | | | GRAM PANCHAYAT - LOHAGI | | | | | |
|---|--------------------------------|--------------|--------------|--------------|--------------|--------------|-------------------------|--------------|--------------|--------------|--------------|--------------|
| | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997- 98 | 1992- 93 | 1993- 94 | 1994- 95 | 1995- 96 | 1996- 97 | 1997 98 |
| 1. Rural Sanitation | - | - | - | - | - | - | - | - | - | - | - | - |
| 2. Drinking Water Supply | 16.99 | 18.78 | 21.55 | 26.29 | 30.77 | 35.00 | 9.44 | 11.05 | 13.48 | 14.90 | 15.38 | 16.67 |
| 3. Public Works Including Roads | - | - | - | - | - | - | - | - | - | - | - | - |
| 4. Centrally Sponsored Poverty Alleviation Programmes/Maintenance works under JRY | 38.89 | 36.47 | 61.39 | 50.63 | 38.65 | 35.79 | 32.56 | 29.77 | 35.36 | 40.70 | 28.88 | 30.98 |
| 5. Nirbal Warg Awas Yojana | - | - | - | - | - | - | - | - | - | - | - | - |
| 6. Indira Awas Yojana | - | - | - | - | - | - | - | - | - | - | - | - |
| 7. Sunischit Rozgar Yojana | - | - | - | - | - | - | - | - | - | - | - | - |
| TOTAL | 55.87 | 55.72 | 84.04 | 78.94 | 70.82 | 70.79 | 42.00 | 40.81 | 48.83 | 55.60 | 44.27 | 47.65 |

Contd.....

Annexure XVIII Contd.....

| ITEMS | GRAM PANCHAYAT - BABHANGAON | | | | | | GRAM PANCHAYAT - BANSI | | | | | |
|--|-----------------------------|--------------|--------------|--------------|--------------|--------------|------------------------|--------------|---------------|--------------|---------------|---------------|
| | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
| 1. Rural Sanitation | - | - | - | - | - | - | - | - | - | - | - | - |
| 2. Drinking Water Supply | 19.50 | 20.92 | 22.44 | 24.25 | 26.02 | 27.95 | 15.41 | 17.68 | 18.97 | 21.03 | 24.61 | 28.00 |
| 3. Public Works Including Roads | - | - | - | - | - | - | 3.17 | 2.21 | 3.19 | 2.86 | 2.87 | 3.04 |
| 4. Centrally Sponsored Poverty Alleviation Programmes/main-tenance Works Under JRY | 13.50 | 15.36 | 21.40 | 30.83 | 32.81 | 34.67 | 41.70 | 34.48 | 43.97 | 31.96 | 59.06 | 63.20 |
| 5. Nirbal Warg Awas Yojana | - | - | - | - | - | - | - | - | - | - | - | - |
| 6. Indira Awas Yojana | - | - | - | - | - | - | - | - | - | - | - | - |
| 7. Sunischit Rozgar Yojana | - | - | - | - | - | - | 31.73 | 35.37 | 38.79 | 4.21 | 45.12 | 48.00 |
| TOTAL | 33.01 | 36.28 | 43.84 | 55.08 | 58.83 | 62.62 | 92.02 | 89.74 | 104.91 | 60.05 | 131.67 | 142.24 |

ANNEXURE XIX: PER CAPITA EXPENDITURE OF GRAM PANCHAYATS IN SULTANPUR DISTRICT: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|--|---------|---------|---------|---------|---------|---------|
| 1. Public Health and Sanitation | — | — | — | — | — | — |
| 2. Drinking Water Supply | 15.53 | 17.29 | 19.22 | 21.58 | 24.05 | 26.65 |
| 3. Public works Including Roads | 0.80 | 0.56 | 0.80 | 0.72 | 0.73 | 0.77 |
| 4. Centrally Sponsored Poverty Alleviation Programmes/Maintenance Works Under J.R.Y. | 30.34 | 27.74 | 37.92 | 36.78 | 38.60 | 41.21 |
| 5. Nirbal Warg Awas Yojana | — | — | — | — | — | — |
| 6. Indira Awas Yojana | — | — | — | — | — | — |
| 7. Sunischit Rozgar Yojana | 7.99 | 8.91 | 9.78 | 1.06 | 11.39 | 12.12 |
| TOTAL | 54.66 | 54.49 | 67.72 | 60.14 | 74.77 | 80.75 |

ANNEXURE XX: PER CAPITA EXPENDITURE OF GRAM PANCHAYATS IN U.P.: 1992-93 TO 1997-98

| ITEMS | 1992-93 | 1993-94 | 1994-95 | 1995-96 | 1996-97 | 1997-98 |
|--|--------------|--------------|--------------|--------------|--------------|--------------|
| 1. Rural Sanitation | 30.32 | 21.45 | 15.84 | 17.18 | 3.90 | 3.93 |
| 2. Drinking Water Supply | 10.43 | 11.62 | 13.10 | 14.79 | 16.40 | 18.03 |
| 3. Public Works Including Roads | 0.31 | 0.22 | 0.31 | 0.28 | 0.28 | 0.30 |
| 4. Centrally Sponsored Poverty Alleviation Programmes/Maintenance Works Under J.R.Y. | 34.46 | 29.10 | 32.87 | 29.47 | 34.80 | 34.74 |
| 5. Nirbal Warg Awas Yojana | 6.37 | 6.39 | 3.35 | 5.96 | 9.05 | 9.95 |
| 6. Indira Awas Yojana | 13.97 | 20.82 | 13.90 | 16.23 | 22.08 | 23.68 |
| 7. Sunischit Rozgar Yojana | 3.12 | 3.48 | 3.82 | 0.41 | 4.44 | 4.27 |
| TOTAL | 98.98 | 93.08 | 83.17 | 84.31 | 90.31 | 95.35 |

परिशिष्ट - 21

संविधान के 73वें संशोधन के परिप्रेक्ष्य में पंचायती राज संस्थाओं को अधिकारों के प्रतिनिधायन हेतु विभिन्न विभागों द्वारा जारी शासनादेश

1. कृषि विभाग

(i) कार्य एवं दायित्व: ग्राम पंचायत

1. ग्रामों के प्राकृतिक संसाधनों की सूची तैयार करना ।
2. ग्राम पंचायतों हेतु कृषि विकास सम्बन्धी योजना तैयार करना ।
3. क्षेत्र पंचायत/जिला पंचायत द्वारा निर्धारित कृषि विकास सम्बन्धी कार्यक्रमों का क्रियान्वन ।
4. लघु एवं सीमान्त कृषक लाभार्थियों एवं निवेशों के वितरण हेतु स्थल का चयन ।
5. निर्धारित किये गये प्रगति प्रतिवेदनों का प्रेषण ।
6. कृषि उत्पादन एवं उत्पादकता को बढ़ाने हेतु कारकों का प्रयोग ।
7. ग्राम पंचायत के अन्तर्गत ऊसर, बंजर एवं अन्य कृषि अयोग्य भूमि के सुधार हेतु क्षेत्रों को चिन्हित करना ।
8. भूमि विकास, भूमि संरक्षण एवं अन्य सामूहिक भूमि सम्पत्तियों की व्यवस्था हेतु सामुदायिक प्रयास को बढ़ावा देना ।
9. जिला परिषद की परिसम्पत्तियों एवं भवनों का अनुरक्षण ।

(ii) क्षेत्र पंचायत

1. कृषि विकास से सम्बन्धित एकीकृत योजना तिनका क्रियान्वन विकास क्षेत्रों में जिला परिषद के परामर्श तथा उसके नियंत्रण में है, की योजना तैयार करना
2. जिला परिषद द्वारा निर्धारित बिन्दुओं की प्रगति प्रतिवेदनों का प्रेषण ।

3. जिला परिषद की सहमति तथा उसके सर्वेक्षण के अन्तर्गत कार्यक्रमों हेतु लाभार्थियों/स्वयं का चयन तदनुसार निवेशों के वितरण की व्यवस्था ।
4. तकनीक के उत्तम प्रसार हेतु प्रक्षेत्र प्रयोगशाला, कृषि रक्षा के केन्द्रों का क्षेत्र पंचायत के अन्तर्गत विकास ।
5. कृषि उत्पादकता को बढ़ाने हेतु कृषि विकास एवं कृषकों की स्थान पैदा करने हेतु उन्नत विधि का प्रसार ।
6. विकास खण्ड स्तरीय ऊसर, बंजर एवं अन्य कृषि अयोग्य भूमि के सुधारने की योजना ।
7. ऊसर सुधार एवं कार्यक्रम के अन्वयन का अनुश्रवण ।
8. कीट एवं व्याधिनाशक रसायनों का भंडारण एवं वितरण ।
9. उन्नतिशील कृषि पद्धतियों का प्रसार ।
10. खरीफ, रबी एवं तिलहन, दलहन तथा नवीन किस्मों के विकास हेतु अभियान का आयोजन ।
11. कृषि आधारित प्रदर्शन एवं मेलों का आयोजन ।
12. जैविक एवं कम्पोस्ट खाद का प्रचार एवं प्रसार ।
13. मण्डी एवं सहकारी समितियों के माध्यम से रासायनिक उर्वरक, देशी खाद, कृषि रक्षा रसायन, पशु तथा चारा के विक्रय एवं वितरण की व्यवस्था ।
14. उन्नत किस्मों के बीजों के विक्रय एवं वितरण पर विशेष रूप से उनकी गुणवत्ता सुनिश्चित करने पर नियंत्रण ।
15. विशिष्ट क्षेत्रों के लघु एवं सीमान्त कृषकों के लिये मिनी किट वितरण हेतु योजना का निर्माण
16. जिला परिषद के अधीन परिसम्पत्तियों एवं भवनों का अनुरक्षण ।
17. लघु एवं सीमान्त कृषकों के लिये वित्तीय सहायता ।

(iii) जिला पंचायत

1. कृषि की नवीन तकनीकी, प्रसार एवं उन्नत कृषक कृषि यंत्रों को अपनाकर कृषि के विकास एवं कृषि उत्पादकता में वृद्धि करना ।

2. कृषि मेलों एवं प्रदर्शनियों का आयोजन ।
3. कृषि प्रसार कार्यक्रम ।
4. कपास विकास कार्यक्रम ।
5. तिलहन, दलहन तथा अन्य खाद्यान्नों एवं नई प्रजातियों के प्रसार हेतु अभियान का आयोजन ।
6. कम्पोस्ट एवं हरी खाद को बढ़ावा देना ।
7. ऊसर बंजर एवं अन्य कृषि अयोग्य भूमि तथा अन्य प्रकार की भूमि संरक्षण कार्यक्रमों का विकास ।
8. कृषकों के शैक्षिक भ्रमण एवं प्रशिक्षण का आयोजन ।
9. निम्न से संबंधित कार्यान्वयन हेतु कार्यक्रम ।
 1. विशेष खाद्यान्न उत्पादन योजना ।
 2. उत्पादन गुणवत्ता बीज का संवर्धन, भंडारण एवं वितरण ।
 3. राष्ट्रीय दलहन उत्पादन कार्यक्रम ।
 4. राष्ट्रीय तिलहन उत्पादन कार्यक्रम ।
 5. एकीकृत चावल विकास कार्यक्रम ।
 6. एकीकृत गेहूं उत्पादन कार्यक्रम ।
 7. जलसंधि विकास कार्यक्रम ।
 8. एकीकृत कीट नियंत्रण ।
 9. विपणन स्थल का निर्धारण एवं कार्यान्वयन ।
 10. सघन जूट एवं सनई योजना ।
 11. महिला कृषकों का प्रशिक्षण ।
 12. सोयाबीन विकास योजना ।
 13. महुआ तथा मोटे अनाज का उत्पादन ।
14. रासायनिक उर्वरकों, कृषि रक्षा रसायनों तथा उन्नत बीज जो जनपदों को विक्रय हेतु उपलब्ध कराये जाते हैं, की गुणवत्ता पर नियंत्रण ।
15. परिसंपत्ति एवं भवन जो जिला परिषद के परिक्षेत्र में आते हैं, का अनुरक्षण ।

कृषि भूमि एवं जल संरक्षण : कार्य एवं दायित्व

(i) ग्राम पंचायत

1. भूमि संरक्षण हेतु जलमय क्षेत्र का चयन ।
2. लाभार्थी चयन कार्यक्रम ।
3. कृषक समुदाय तथा भूमि संरक्षण कार्मिकों के माध्यम से कार्य का सम्पादन ।
4. ऊसर भूमि के भूमिहीन कृषकों हेतु पट्टा निर्गत कर भूमि सेना जैसे कार्यक्रम की योजना बनाना
5. ग्राम पंचायत के भवन एवं परिसम्पत्तियों का अनुरक्षण ।

(ii) क्षेत्र पंचायत:

1. जलमय क्षेत्रों में भूमि एवं जल प्रबन्ध सम्बन्धी कार्यों का क्रियान्वन एवं अनुश्रवण ।
2. भूमि उपचार हेतु बोध तथा चेक डैम एवं अन्य संरचनाओं का निर्माण ।
3. विकास क्षेत्र के अन्तर्गत अम्लीय एवं क्षारीय भूमि के सुधार हेतु कार्यक्रमों का क्रियान्वयन ।
4. कृषक समुदाय एवं भूमि संरक्षण कार्मिकों द्वारा किये गये कार्यों का अनुश्रवण ।
5. क्षेत्र परिषद के मनन एवं परिसम्पत्तियों का अनुश्रवण ।

(iii) जिला पंचायत

1. भूमि एवं जल संरक्षण हेतु सर्वेक्षण, नियोजन एवं निष्पादन के विकसित कार्यक्रम ।
2. बोधों एवं चेक डैम तथा अन्य उपचार हेतु संरचनाओं का निर्माण ।
3. ऊसर भूमि नियंत्रण के लिये योजना का निर्माण ।
4. ऊसर भूमि नियंत्रण हेतु निवेशों एवं अनुमन्य सुविधाओं को सुनिश्चित करना ।

5. ऊसर, बेजर एवं कृषि अयोग्य भूमि के सुधार हेतु भूमि सेना योजना का निर्माण।
6. खरगोश से प्रभावित भूमि का सुधार।
7. चिन्हित प्रयोगशालाओं में राईजोवियम कल्चर का उत्पादन।
8. जिला परिषद के भवन एवं परिसम्पत्तियों का अनुसूचण।

2. पशुधन एवं मत्स्य विभाग

(i) ग्राम पंचायत

1. डेयरी कुक्कुट व सूकर से संबंधित पशुपालन कार्यक्रमों का कार्यान्वयन।
2. पशु कुक्कुट तथा अन्य पशु सम्पदा के नस्ल सुधार कार्यक्रम।
3. जनता के सहयोग से सार्वजनिक तराई क्षेत्रों का विकास एवं रख रखाव।
4. पशुओं में मृहमारी व छुट्टरा रोगों के निवारण एवं नियंत्रण में सहायता करना।
5. पशुओं सदनों की स्थापना तथा छुट्टा पशु के नियंत्रण हेतु प्रयास करना।
6. पशु कंकालों के एकत्रीकरण व उपयोग हेतु केन्द्रों की स्थापना।
7. ग्राम पंचायत में निहित सम्पत्तियों एवं भवनों का रख रखाव।
8. चारा विकास सार्वजनिक चारागाहों का रख रखाव तथा उसके दुरुपयोग का नियंत्रण व बाधाओं का निवारण।

(ii) क्षेत्र पंचायत

1. क्षेत्र पंचायतों की अर्पणित सम्पत्त कार्यक्रम का कार्यान्वयन।
2. ग्राम पंचायतों का पर्यवेक्षण व जिला पंचायतों की आख्या।

3. ग्राम पंचायत द्वारा संस्तुति स्कूल व लाभार्थियों को सम्पत्ती वितरण हेतु चयन।
4. प्राकृतिक पशुपालन केन्द्रों का नियोजन तथा अनुश्रवण।
5. कार्यक्रमों का कार्यान्वयन तथा।
 1. पशु चिकित्सा एवं पशु सम्पदा के विकास, सेवाओं व स्टॉक में केन्द्रों का रख रखाव व प्रबंध।
 2. पशुओं के कुक्कुट में महामारी व फूट के रोगों का निवारण एवं नियंत्रण।
 3. सघन पशु विकास केन्द्र।
 4. विकसित चारा एवं घास के उत्पादन की प्रोन्नति।
 5. क्षेत्रीय पंचायतों में निहित परिसम्पत्तियों एवं भवनों का रख रखाव।

जिला पंचायत

1. जनपद हेतु पशुपालन हेतु योजना तैयार करना। कार्यान्वित करना और उनका पर्यवेक्षण करना।
2. पशु चिकित्सालयों की स्थापना, रख रखाव एवं प्रबंध।
3. मध्य श्रेणी के पशु चिकित्सालयों व डिस्पेंसरी की स्थापना, रख रखाव व प्रबंध।
4. कृत्रिम गर्भाधान व अन्य साधनों से गोधन, कुक्कुट एवं अन्य पशुओं की नस्ल सुधार करना।
5. डेयरी कुक्कुट एवं सूकर पालन के विकास को प्रोत्साहित करना।
6. पशुओं में खुरपका, मुहप का रोगों सहित संक्रामक रोगों, महामारी का निवारण तथा नियंत्रण।
7. संतुलित आहार चारा व घास क्षेत्रों का विकास।
8. कृषकों पशुपालकों एवं अन्य उपभोक्ता समुदाय का प्रशिक्षण।
9. हड्डी, धर्म व पशु उत्पादों के प्रसंस्करण हेतु केन्द्रों की स्थापना व उन्हें प्रोन्नति करना।

10. नस्ल सुधार, चारा व पशु आहार के कार्यक्रम के नियोजन अनुसंधान एवं विपणन हेतु निम्नी क्षेत्रों की संस्थाओं व गैर सरकारी एजेंसियों को सन्बद्ध करना।

3. मत्स्य विभाग

(i) ग्राम पंचायत:

1. ग्राम पंचायतें अपने तालाबों/जलाशयों को संलग्न शासनादेश संख्या-45/1-2/94-राज-1 दिनांक 4.1.1994 में दिये गये निर्देशों के अनुसार फटे पर देगी। जिन तालाबों के फटे दस वर्ष की अवधि हेतु निष्पादित हो चुके हैं, वे फटे सम्बन्धित अवधि के दौरान यथावत फटा धारकों के पास रहेंगे तथा उनके फटा अवधि में फटे निरस्त करने के अधिकार ग्राम पंचायतों को किसी दशा में नहीं होगा।
2. ग्राम पंचायतों के तालाब फटे पर देने के प्राप्त आय सम्बन्धित पंचायत के कोष में जमा होगी।
3. ग्राम पंचायत विभिन्न कार्यक्रमों हेतु लाभार्थियों का चयन करेगी।
4. ग्राम पंचायत स्वयं योजनाएं बनाकर उनका क्रियान्वयन करेगी।
5. ग्राम पंचायत जल भराव एवं ऊसर भूमि वाले क्षेत्रों में मत्स्य विकास का कार्य करेगी।
6. ग्राम पंचायत अपने अन्तर्गत भवनों एवं उपस्कर का रख रखाव करेगी।
7. ग्राम पंचायत सघन मत्स्य पालन को बढ़ावा देने हेतु स्वयं तालाबों का चयन करेगी एवं इस हेतु निर्देशों का प्रबंध करेगी।

(ii) क्षेत्र पंचायत

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1. क्षेत्रीय पंचायत विकास खण्ड में मत्स्य विकास कार्य को बढ़ावा देने हेतु योजना तैयार करेगी।
2. क्षेत्रीय पंचायत, अपने क्षेत्र के मत्स्य पालकों का प्रशिक्षण मत्स्य पालक विकास अभिकरण के सहयोग से करेगी।
3. क्षेत्रीय पंचायत, विकास खण्ड के मत्स्य पालकों को मत्स्य पालक विकास अभिकरण के सहयोग से निवेशों, ऋण एवं अनुदान दिलाये जाने में सहयोग प्रदान करेगी।
4. क्षेत्रीय पंचायत सीवेन फेड फिशरीज का विकास करेगी।

5. क्षेत्रीय पंचायत, नदी मत्स्य, हैचरी तथा वर्तमान में उपलब्ध पुरानी हैचरियों का आधुनिकीकरण करने में सहायता प्रदान करेगी।
6. क्षेत्रीय पंचायत सम्बन्धित क्षेत्र के तालाब/ जलाशयों के विकास में सहयोग प्रदान करेगी।
7. क्षेत्रीय पंचायत मत्स्य पालकों की कल्याणकारी योजनाओं का क्रियान्वयन करेगी।
8. क्षेत्रीय पंचायत, अपने अधीन भवनों एवं उपकरणों का रख रखाव करेगी।

(iii) जिला पंचायत

1. जिला पंचायत जनपद में मत्स्य विकास की योजनाएं तैयार करेगी।
2. जिला पंचायत मत्स्य पालक विकास अधिकरण के माध्यम से मत्स्य पालकों को निवेशों/ऋण/अनुदान/मत्स्य संगुलिका में एवं पूरक आहार की व्यवस्था करेगी।
3. जिला पंचायत जनपद की मत्स्य पालक विकास अधिकरण पर नियंत्रण एवं उसका मार्ग दर्शन करेगी।
4. जिला पंचायत जनपद में मत्स्य विकास हेतु प्रस्ताव तैयार करायेगी एवं उन प्रस्तावों को बैंकों से स्वीकृत भी करायेगी।
5. जिला पंचायत जनपद में मत्स्य विकास हेतु प्रस्ताव तैयार करायेगी एवं उनका मार्ग दर्शन करेगी।
6. जिला पंचायत मत्स्य पालकों को प्रशिक्षण प्रदान करायेगी।
7. जिला पंचायत मत्स्य विपणन के कार्य में सहयोग करेगी।
8. जिला पंचायत मत्स्य विपणन के कार्य में क्षेत्रीय पंचायत एवं ग्राम पंचायत को सहयोग प्रदान करेगी।
9. जिला पंचायत, विभिन्न योजनाओं जैसे दुर्घटना बीमा योजना, मछुआ कल्याण निधि एवं मत्स्य पालक आदि का क्रियान्वयन करेगी।
10. जिला पंचायत, सी वेडा फेड फिशरीज का विकास करायेगी।

11. जिला पंचायत, ऊसर भूमि एवं जल भराव वाले क्षेत्रों का मत्स्य पालन हेतु उपयोग करायेगी।
12. जिला पंचायत अपने अधीन भवनों एवं उपकरणों का रख रखाव करेगी।
13. जिला पंचायतों को हस्तान्तरित कार्यक्रमों एवं योजनाओं का मासिक प्रतिवेदन, भौतिक एवं वित्तीय प्रतिमाह सहायक निदेशक मत्स्य/मुख्य कार्यकारी अधिकारी, मत्स्य पालक विकास अभिकरण, उप निदेशक मत्स्य को सम्बोधित जिला पंचायत को सूचित करते हुए भेजेगी। उप निदेशक मत्स्य, संकलित सूचना नियमित रूप से निदेशक मत्स्य उ० प्र० को भेजेगी।

4. दुग्ध विकास विभाग

(i) ग्राम पंचायत:

1. क्षेत्र पंचायत के मार्ग में दुग्ध विकास के कार्यक्रमों और योजनाओं के क्रियान्वयन करना।
2. स्थलों और लाभार्थियों का चयन तथा दुग्ध गतिविधियों के अधीन अव्यक्त सहायता का अनुश्रवण करना।
3. प्रदर्शन तथा जानकारीयों का विवरण करना और अन्य अभिकरणों से सम्न्धित करना।
4. बछड़ा वितरण, शुष्क पशु एवं अन्य कार्यक्रम का आयोजन करना।
5. ग्राम पंचायत में निहित परिसम्पत्तियों एवं भवनों का अनुरक्षण।

(ii) क्षेत्र पंचायत:

1. विकास खण्ड स्तर पर दुग्ध विकास सम्बन्धी सम्पन्न कार्यक्रमों की योजना बनाना, उसकी निगरानी करना और उन्हें लागू करना।
2. दुग्ध विकास, एकिकृत ग्राम विकास, पशुपालन तथा अन्य ग्रामीण विकास कार्यक्रमों के बीच सम्बद्धता सुनिश्चित करना।
3. दुग्ध सहकारी प्रशिक्षण और विकास तथा अन्य कार्यक्रमों में मदद करना।
4. चारा तथा संतुलित आहार के उत्पादन के सम्बन्धी कार्यक्रमों को लागू करना और उनका अनुश्रवण करना।

5. क्षेत्र पंचायत में निहित परिसम्पत्तियों एवं भवनों का अनुरक्षण करना।

(iii) जिला पंचायत:

1. दुग्ध सहकारिता तथा बछड़ा वितरण शुष्क पशुओं तथा प्रशिक्षण और विकास जैसे अन्य कार्यक्रमों में मदद करना।
2. दुग्ध विकास से सम्बन्धित सम्स्त कार्यक्रमों की योजना बनाना उनकी देख रेख करना और उन्हें लागू करना।
3. एकीकृत ग्राम्य विकास, पशुपालन तथा अन्य गरीबी उन्मूलन कार्यक्रमों से सम्बद्धता स्थापित करना।
4. कार्यशील पूंजी, अंशधारी अनुदान, सहायता तथा योजनाओं के क्रियान्वयन के लिये सहकारी समितियों का पता लगाना।
5. दुग्ध गतिविधियों के क्षेत्र में प्रशिक्षण और विकास कार्यों का आयोजन करना।
6. ग्राम्य पंचायत व क्षेत्र पंचायत के कार्यों की निगरानी करना तथा अन्य अभिकरणों से सम्बन्ध स्थापित करना।
7. महिलाओं द्वारा संचालित दुग्धशालाओं को बढ़ावा देना।
8. चारा विकास और संतुलित आहार की दिशा में प्रयास करना।
9. शक्तियंत्रों के लिये भूमि विकास, ऊर्जापूर्ति का विद्युतीकरण तथा अन्य कार्य सुनिश्चित करना और उनका अनुस्रवण करना।
10. दुग्ध उत्पादन बढ़ाने तथा प्रसार कार्यों के लिये पशु स्वास्थ्य आच्छादन करना और इसका अनुस्रवण करना।
11. दुग्ध संघों और समितियों का सुदृढीकरण तथा पुर्नगठन करना।
12. शक्ति केंद्रों की स्थापना और उनका विस्तारीकरण करना।

13. जिला पंचायत में निहित पीर सम्पत्तियों एवं भवनों का अनुस्रवण।

5. शिक्षा विभाग:

(i) ग्राम शिक्षा समिति:

1. ग्राम शिक्षा समिति, तण्ड बेसिक शिक्षा समिति तथा जिला बेसिक शिक्षा समिति के नियंत्रणाधीन कार्य करेगी।
2. बेसिक स्कूलों को आवश्यक सुविधाएं और उपस्कर उपलब्ध कराने में सहायता देना।
3. बेसिक स्कूलों के भीतर या बाहर ऐसे कार्यक्रमों का आयोजन करने में ऐसे स्कूलों के प्रधानाध्यापकों/अध्यापकों और अन्य कर्मचारियों को सहायता देना।
4. बेसिक स्कूलों के समुचित संचालन में सहायता प्रदान करना अध्यापकों के ऊपर सम्यक नियंत्रण रखना और उनकी नियमित उपस्थिति सुनिश्चित करना इस सम्बन्ध में जिला बेसिक शिक्षा अधिकारी को मासिक रिपोर्ट देना।
5. बेसिक स्कूलों में छात्रों की उपस्थिति का मासिक अनुस्रवण करना यदि किसी ऐसे स्कूल में छात्रों की संख्या घट जाये तो उसमें सुधार के लिये जिला बेसिक शिक्षा समिति को उपाय सुझाना।
6. बेसिक स्कूल स्थापित करना तथा उनका भवन निर्माण/भवन मरम्मत कराना।
7. भवनहीन प्राइमरी स्कूलों के भवनों के निर्माण हेतु तैयार की गई कार्य योजनाओं के तहत भवनों के निर्माण कार्य की समीक्षा तथा अनुस्रवण करना।
8. विद्यालय की सम्पत्ति का रख रखाव।
9. संबंधित प्राइमरी विद्यालयों में लगे टैंड पम्प तथा शौचालय के रख रखाव की व्यवस्था करना।
10. प्राथमिक विद्यालयों की मरम्मत/विशेष मरम्मत की आवश्यकता का आकलन कर उनके आगमन बनवाना व मरम्मत आदि कराना।
11. स्कूल मैपिंग व माइक्रो प्लानिंग अभ्यास के आधार पर ग्राम के लिये शिक्षा योजनाओं का निर्माण तथा क्रियान्वयन।

12. समिति के सदस्य सचिव समिति की बैठकों के कार्य वृत्ति खण्ड स्तरीय समिति/जिला शिक्षा समिति के माध्यम से शिक्षा निदेशक (वे.) को प्रस्तुत करेंगे।

(ii) खण्ड स्तरीय समिति:

1. खण्ड स्तरीय बेसिक शिक्षा समिति, जिला बेसिक शिक्षा समिति के नियंत्रण में कार्य करेगी।
2. जिला बेसिक शिक्षा समिति को सामान्यतया खण्ड में शिक्षा की अभिवृद्धि के लिये और विशेषतः बेसिक स्कूलों में छात्रों के नामांकन के लिये सुझाव देना।
3. बेसिक स्कूलों में शिक्षा सम्बन्धी कार्यक्रमों और योजनाओं के क्रियान्वयन का अनुश्रवण (मानीटर करना)
4. भक्करीन प्राइमरी स्कूलों के भवनों के निर्माण हेतु तैयार की गयी कार्य योजना के तहत भवनों के निर्माण कार्य की समीक्षा तथा अनुश्रवण करना।
5. विकास खण्ड के अन्तर्गत प्राइमरी विद्यालय भवनों के मरम्मत / विशेष मरम्मत कार्यों का अनुश्रवण करना।
6. विकास खण्ड के प्राथमिक विद्यालयों में बनाये जा रहे शौचालय व टैण्ड पम्प निर्माण की प्रगति की समीक्षा करना।
7. स्कूल मैनिंग और माइक्रोप्लानिंग के अभ्यास के आधार पर जनपद स्तर से निर्गत निर्देशों के परिपेक्ष्य में ब्लाक स्तरीय शिक्षा योजना का निर्माण व अनुश्रवण।
8. विकास खण्ड स्तर पर प्राथमिक शिक्षा के कार्यक्रमों का अन्य विकास कार्यक्रमों के साथ समन्वय करना।
9. ऐसे अन्य कृत्यों को सम्पादित करना जो राज्य सरकार सामान्य आदेशों द्वारा समय-2 पर निर्देशित करे।
10. समिति के सदस्य सचिव बैठकों के कार्यवृत्त जिला बेसिक शिक्षा समिति के माध्यम से शिक्षा निदेशक (बे.) को प्रेषित करेंगे।

6. हथकरघा एवं वस्त्रोद्योग विभाग

(i) क्षेत्र पंचायत:

क्षेत्र पंचायत

1. हथकरघा उत्पादन को बढ़ावा देना।
2. सहकारी संगठनों/स्वयं सेवी समूहों को संगठित करना।
3. बिक्रय बढ़ाने हेतु प्रदर्शनी/मेलों का आयोजन।
4. हथकरघा में बच्चों के सेवा योजन के विरुद्ध कार्यवाही करना।
5. क्षेत्र पंचायतों को प्रतिनिधानित परिसम्पत्तियों (एसेट्स) एवं भवनों का रख रखाव।

(ii) जिला पंचायत

जिला पंचायत

1. सहकारी संगठनों, स्वयं सेवी समूहों, महिला समूहों को संगठित कर हथकरघा को बढ़ावा देना।
2. राज्य की हथकरघा उत्पादन को बढ़ावा देने हेतु निर्धारित नीतियों एवं राज्य द्वारा तद्विषयक दिये गये कार्यों का क्रियान्वयन।
3. हथकरघा में बच्चों को सेवायोजन के विरुद्ध आवश्यक कार्यवाही करना।
4. हथकरघा में बढ़ावा देने हेतु प्रदर्शनी/मेलों का आयोजन।
5. हथकरघों पर अध्यावधिक प्रावैधिक ज्ञान तथा सूचना का प्रसार।
6. उत्पादों की गुणवत्ता में सुधार हेतु प्रशिक्षण एवं डिजाइन केन्द्रों को विकसित करना।
7. हथकरघा कुम्हारों एवं उनके परिवारों के लिये कल्याणकारी योजनाएं चलाना।
8. अशासकीय संगठनों से समन्वय स्थापित करना।
9. जिला पंचायत को प्रतिनिधानित परिसम्पत्तियों (एसेट्स) तथा भवनों का रख रखाव।

7. लघु सिंचाई एवं ग्रामीण अभियंत्रण सेवा

(i) ग्राम पंचायत:

1. ग्राम पंचायत स्तर पर निःशुल्क बोरिंग के लिये खुली बैठक हेतु किसानों को चयन किया जाना।
2. 61 खसरा, खतौनी फार्मों का किसानों से संकलन करना।
3. ग्रामीण स्तर के अधिकारियों से ऋण से सम्बन्धित प्रार्थना पत्र संकलित करना।
4. लघु सिंचाई कार्यों में दूट प्रदान करना।
5. क्षेत्र पंचायत तथा जिला पंचायत में लघु सिंचाई कार्यों की असफलता की रिपोर्ट देना।
6. बोरिंग टेक्नीशियन के कार्य का अनुश्रवण।
7. ग्राम्य विकास अधिकारी स्तर पर लघु सिंचाई कार्यों का सर्वेक्षण करना।
8. किसान के समूह तथा अनिवार्य संस्थाओं इत्यादि के मध्य सम्बन्ध स्थापित करना।
9. ग्राम पंचायत की परिसम्पत्तियों तथा बेकार भूतलों का अनुश्रवण करना।

(ii) क्षेत्र पंचायत

1. ग्राम पंचायत अधिकारी से सम्बन्धित क्षेत्र में निःशुल्क बोरिंग के कार्य सहित सम्पन्न कार्यों के लिये लक्ष्यों को निर्धारित करना।
2. ऋण से सम्बन्धित प्रार्थना पत्रों को एकत्रित करना और उन पर संस्तुति द्वारा अपनी स्वीकृति हेतु बैंक को देना।
3. ग्रामीण स्तर पर लघु सिंचाई के विभिन्न कार्यों के अभिलेखों का अनुश्रवण करना।
4. अवर अभियन्ता, लघु सिंचाई के कार्य का अनुश्रवण।
5. असिंचित क्षेत्र का चिह्नीकरण तथा उनके लिये खसरा सीट तैयार करना।

6. बोटिंग तथा अन्य लघु सिंचाई कार्यों का अनुश्रवण तथा पर्यवेक्षण किया जाना।
7. जिला पंचायतों के लिये सब्सिडी एडजस्टमेंट की संस्तुति करना।
8. विभिन्न लघु सिंचाई के कार्यों का सर्वेक्षण करना।
9. क्षेत्र में लघु सिंचाई कार्यों का प्रमाणीकरण करना।
10. किसानों को निस्तारीकरण तथा तकनीकी सेवाएं उपलब्ध कराना।
11. ग्रामीण संस्थाओं इत्यादि का किसानों के समूह के साथ सम्बन्ध स्थापित करना।
12. क्षेत्र पंचायतों की परिसम्पत्तियों तथा बेकार भूजलों का अनुरक्षण करना।

(iii) जिला पंचायत

1. क्षेत्र पंचायत स्तर पर निजी लघु सिंचाई के लिये भूमि जल लाभ सतही जल के संसाधन जुटाने हेतु योजना तैयार की जायेगी।
2. दृष्टव्य क्षेत्रों के लिये निजी नलकूपों का निर्माण।
3. क्षेत्र पंचायत में निःशुल्क बोटिंग सहित लघु सिंचाई के कार्य के लक्ष्यों को निर्धारित किया जाना।
4. लक्ष्यों को समयान्तर्गत पूर्ति करने हेतु अनुश्रवण का कार्य करना।
5. ट्रायसेम के अधीन गैर सरकारी प्रशिक्षण प्राप्त करना।
6. सहायक अभियन्ता, लघु सिंचाई के कार्य का अनुश्रवण करना।
7. निःशुल्क बोटिंग तथा अन्य लघु सिंचाई योजना के अन्तर्गत तैयार कराने तथा कार्यान्वयन हेतु केन्द्रित प्लान तैयार किया जाना।
8. तकनीकी तथा प्रशासनिक प्रस्तावों का परीक्षण करते हुए उनकी स्वीकृतियों प्रदान करना।
9. अनिवार्य संस्थाओं को किसानों के समूह इत्यादि के बीच सम्बद्धता स्थापित करना।
10. जिला पंचायतों के परिसम्पत्तियों तथा बेकार भूजलों का अनुरक्षण करना।

8. पंचायती राज विभाग

ग्राम पंचायत

1. ग्राम पंचायत के अधिकार क्षेत्र में स्थित सम्पत्त सार्वजनिक भवनों और अन्य सार्वजनिक सम्पत्तियों का रख रखाव ग्राम पंचायत द्वारा किया जायेगा।
2. ग्राम पंचायत द्वारा इस प्रयोजन हेतु रख रखाव से सम्बन्धित विभिन्न कार्यों की सूची तैयार कर कार्यों की वरीयता निर्धारित की जायेगी।
3. इस प्रयोजन हेतु शासन से प्राप्त होने वाले अनुदान के विवरण हेतु विकास खण्डों का चयन जिला पंचायत द्वारा किया जायेगा तथा चयनित विकास खण्डों में ग्रामों का चयन सम्बन्धित क्षेत्र पंचायत द्वारा किया जायेगा।
4. इस प्रयोजन हेतु शासन से प्राप्त धनराशि चयनित ग्राम पंचायतों को उनके द्वारा प्रस्तुत प्रस्ताव एवं अगणन के आधार पर जिला पंचायत राज अधिकारी द्वारा ग्राम पंचायत के खाते में एक मुश्त एकाउन्ट पेयी चेक/बैंक ड्राफ्ट द्वारा स्थानान्तरित की जायेगी तथा इसकी सूचना जिला पंचायत एवं क्षेत्र पंचायत को दी जायेगी।
5. योजनान्तर्गत किसी ऐसी ग्राम पंचायत को अनुदान उपलब्ध नहीं कराया जायेगा जिसे पूर्व में ही लम्पसुम किया जा चुका हो अथवा जिसने पूर्व में उपलब्ध करायी गई अनुदान की धनराशि का समय से उपयोग न किया हो अथवा कार्यपूति प्रमाण पत्र प्रस्तुत न किया हो।
6. इस प्रयोजन हेतु ग्राम पंचायत के वार्षिक आय व्यय में किये गये प्राविधान तथा शासन से प्राप्त अनुदान की धन राशि को दृष्टिगत रखते हुए ग्राम पंचायत द्वारा प्रस्तर-2 में तैयार की गयी सूची के आधार पर सार्वजनिक भवनों और अन्य सार्वजनिक परिसम्पत्तियों का रख रखाव कराया जायेगा।
7. प्राप्ति का अनुस्रवण सम्य-2 जिला पंचायत और क्षेत्र पंचायत द्वारा किया जायेगा।
8. निर्माण कार्यपूर्ण हो जाने के पश्चात ग्राम पंचायत अधिकारी तथा प्रधान के संयुक्त हस्ताक्षरों से कार्यपूति प्रमाण पत्र पंचायत नियमावली के रूप में पत्र 41 पर तैयार कर सहायक विकास अधिकारी (पंचायत) अथवा अभियन्ता ग्रामीण अभियंत्रण सेवा को प्रस्तुत किया जायेगा जिसके द्वारा निर्माण कार्य का सत्यापन कर कार्य पूति प्रमाणपत्र प्रति हस्ताक्षर किया जायेगा। कार्यपूति प्रमाण पत्र की तीन प्रतियाँ तैयार की जायेंगी जिसकी एक प्रति ग्राम पंचायतों में तथा एक प्रति क्षेत्र पंचायत कार्यालय में और एक प्रति जिला पंचायत राज अधिकारी कार्यालय में उपलब्ध करायी जायेगी।

9. योजनान्तर्गत धनराशि का पूर्ण उपभोग कर लिये जाने के उपरान्त ग्राम पंचायत अधिकारी तथा प्रधान के संयुक्त हस्ताक्षरों से उपभोग प्रमाण पत्र खण्ड विकास अधिकारी को प्रस्तुत किया जायेगा जिसके आधार पर विकास खण्ड का संकलित उपभोग प्रमाणपत्र खण्ड विकास अधिकारी द्वारा जिला पंचायत राज अधिकारी को प्रस्तुत किया जायेगा जिला पंचायत राज अधिकारी द्वारा जनपद का संकलित उपभोग प्रमाण पत्र निदेशक पंचायती राज उत्तर प्रदेश एवं महालेखाकार, उत्तर प्रदेश को प्रस्तुत किया जायेगा।

10. ग्राम पंचायत को योजनान्तर्गत उपलब्ध करायी गयी धनराशि की लेखा परीक्षा, मुख्य लेखा परीक्षा अधिकारी सहकारी समितियों एवं पंचायत राज द्वारा संयुक्त प्रान्त पंचायत राज अधिनियम 1947 (यथा संशोधित) के प्राविधानों और इस सम्बन्ध में समय-2 पर दिये गये निर्देशों के अनुरूप की जायेगी।

9. पंचायत राज विभाग

ग्राम पंचायत

1. योजनान्तर्गत पंचायत उद्योग कार्यशाला भवनों के लिये इकाई निर्माण लागत रु 1,00,000 लाख रुपया होगी जिसमें से अधिकतम 90% अर्थात् रु 90,000 शासकीय अनुदान दिया जायेगा और न्यूनतम 10% अर्थात् 10,000 धनराशि सम्बन्धित पंचायत उद्योगों द्वारा अपने संसाधनों से वहन किया जायेगा।

2. पंचायत उद्योग कार्यशाला के निर्माण हेतु भूमि सम्बन्धित पंचायत उद्योगों द्वारा निःशुल्क उपलब्ध कराई जायेगी।

3. योजनान्तर्गत पंचायत उद्योग कार्यशाला भवनों के निर्माण हेतु पंचायत उद्योगों का चयन जिला पंचायत द्वारा किया जायेगा।

4. चयनित पंचायत उद्योग द्वारा पंचायत कार्यशाला भवन के अग्राहण का तकनीकी अनुमोदन सम्बन्धित अधिकारी से प्राप्त कर इस पर सम्बन्धित मण्डलीय उपनिदेशक (पंचायत) की विशिष्ट स्वीकृति प्राप्त की जायेगी।

5. योजनान्तर्गत किसी ऐसी ग्राम पंचायत को अनुदान उपलब्ध नहीं कराया जायेगा जिसे पूर्व से ही लाभान्वित किया जा चुका हो अथवा जिसे पूर्व में उपलब्ध करायी गयी अनुदान कार्यपूति प्रमाणपत्र प्रस्तुत न किया हो।

6. चयनित संयुक्त पंचायत उद्योग समिति को उपर्युक्त प्राविधानों के अनुसार विभागीय अनुदान की धनराशि एकमुश्त सम्बन्धित पंचायत उद्योग के खते में जिला पंचायत अधिकारी द्वारा एकाउन्ट पेयी चेक/बैंक ड्राफ्ट द्वारा स्थानान्तरित कर दी जायेगी तथा इसकी सूचना जिला पंचायत और क्षेत्र पंचायत को भी उपलब्ध करायी जायेगी पंचायत उद्योग कार्यशाला भवन का निर्माण संयुक्त पंचायत उद्योग समिति के मार्ग निर्देशन व पर्यवेक्षण में पंचायत निरीक्षक/व्यवस्थापक पंचायत उद्योग द्वारा कराया जायेगा। प्रगति का अनुस्रवण समय-2 जिला पंचायत और क्षेत्र पंचायत द्वारा किया जायेगा।

7. पंचायत उद्योग कार्यशाला भवनों के निर्माण का तकनीकी पर्यवेक्षण सहायक जिला पंचायत राज अधिकारी (प्राविधिक) द्वारा किया जायेगा।

8. कार्यशाला भवन का निर्माण पूर्ण हो जाने के पश्चात् पंचायत उद्योग व्यवस्थापक/पंचायत निरीक्षण उद्योग द्वारा कार्यपूति प्रमाणपत्र पंचायत राज नियमावली के रूप पत्र-41 पर तैयार कर सहायक जिला पंचायत राज अधिकारी (प्राविधिक) को प्रस्तुत किया जायेगा जिसके द्वारा निर्माण कार्य का सत्यापन कर कार्यपूति प्रमाण पत्र प्रति हस्ताक्षरित किया जायेगा। कार्यपूति प्रमाण पत्र की दो प्रतियां तैयार की जायेगी जिसमें एक प्रति सम्बन्धित पंचायत उद्योग पर रहेगी तथा दूसरी प्रति जिला पंचायत राज अधिकारी कार्यालय में उपलब्ध करायी जायेगी। जिला पंचायत राज अधिकारी द्वारा उपभोग प्रमाण पत्र निर्धारित प्रारूप पर निदेशक, पंचायती राज उत्तर प्रदेश एवं महालेखाकार उत्तर प्रदेश, इलाहाबाद को प्रस्तुत किया जायेगा।

9. पंचायत उद्योग को कार्यशाला भवनों हेतु उपलब्ध करायी गयी धनराशि की लेखा परीक्षा मुख्य लेखा परीक्षा अधिकारी सहकारी समितियों एवं पंचायतों द्वारा संयुक्त प्रांत और इस सम्बन्ध में समय-2 पर निर्गत निर्देशों के अनुरूप की जायेगी।

10. पंचायतीराज विभाग

ग्राम पंचायत

1. योजनान्तर्गत हाट बाजार मेलों में अवस्यधिकीय सुविधाओं के सृजन हेतु ईकाई लगत अधिकतम रु० 1,00,000 होगी जिसमें से अधिकतम 90% अर्थात् 90,000 रुपया योजनान्तर्गत शासकीय अनुदान दिया जायेगा तथा न्यूनतम 10% अर्थात् 10,000 रुपया अथवा ऋण के रूप में ग्राम पंचायत द्वारा अपने संसाधनों से अंशदान के रूप में वहन किया जायेगा। योजनान्तर्गत ग्राम पंचायत की अधिकारिता क्षेत्र में लगने वाले मेलों तथा हाट बाजारों में फूटरो, टीनरोहों, इण्डिया मार्क- 11 टैण्ड पम्प, शौचालय, खड्डन्ना एवं नालियों का निर्माण, स्थल विकास तथा विद्युतीकरण आदि का कार्य कराया जायेगा। यदि किसी ग्राम पंचायत का अग्रणन कम हो तो वास्तविक अग्रणन के आधार पर ही उपरोक्त प्राविधानों के अनुसार अनुदान की धनराशि उपलब्ध करायी जायेगी।

2. योजनान्तर्गत विकास खण्ड का व्यय जिला पंचायत द्वारा किया जायेगा तथा चयनित विकास खण्डों में हाट बाजारों तथा मेलों का चयन एवं वरीयता का निर्धारण सम्बन्धित क्षेत्र पंचायत द्वारा किया जायेगा।

3. योजनान्तर्गत किसी ऐसी ग्राम पंचायत को अनुदान उपलब्ध नहीं कराया जायेगा जिसे पूर्व में ही लगभगित किया जा चुका हो अथवा जिसने पूर्व में उपलब्ध करायी गयी अनुदान की धनराशि का समय से उपयोग न किया हो अथवा कार्यपूति प्रमाण पत्र प्रस्तुत न किया हो।

4. चयनित ग्राम पंचायत को उपर्युक्त प्राविधानों के अनुसार विभागीय अनुदान की धनराशि एकमुश्त सम्बन्धित ग्राम पंचायत के खाते में जिला पंचायत अधिकारी द्वारा एकाउन्ट पेयी चेक/बैंक ड्राफ्ट द्वारा स्थानान्तरित कर दी जायेगी तथा इसकी सूचना जिला पंचायत और क्षेत्र पंचायत को भी उपलब्ध करायी जायेगी।

5. हट बाजार तथा मेलों में अवस्थापकीय सुविधाओं का निर्माण संयुक्त प्रांत पंचायत राज अधिनियम 1947 की धारा 29-1 (घ) में दिये गये प्राविधानों के अनुसार प्रधान की अध्यक्षता में गठित लोक हित समिति की देख रेख एवं पर्यवेक्षण में किया जायेगा। ग्राम पंचायत अधिकारी उक्त समिति के सचिव होंगे। निर्माण कार्य में प्रयोग की जाने वाली सामग्री का क्रय भी उक्त समिति द्वारा किया जायेगा। क्रय की गयी प्रत्येक सामग्री के बाइचर पर लोक हित समिति के किसी एक सदस्य, प्रधान तथा ग्राम पंचायत अधिकारी के संयुक्त हस्ताक्षर होंगे। क्रय की गयी सामग्री का अंकन ग्राम पंचायत अधिकारी द्वारा ग्राम पंचायत के स्टॉक रजिस्टर में किया जायेगा तथा निर्माण कार्य हेतु पुनः निर्माण सामग्री का निर्माण किया जायेगा।

6. हट बाजार तथा मेलों में अवस्थापकीय सुविधाओं के निर्माण का तकनीकी पर्यवेक्षण क्षेत्र पंचायत स्तर पर तैनात अवर अभियन्ता ग्रामीण अभियंत्रण सेवा तथा सहायक जिला पंचायत अधिकारी (प्रा०) द्वारा किया जायेगा।

7. प्रगति अनुस्रवण समय-2 पर जिला पंचायत और क्षेत्र पंचायत द्वारा किया जायेगा।

8. निर्माण कार्य पूर्ण होने जाने के पश्चात् ग्राम पंचायत अधिकारी तथा प्रधान के संयुक्त हस्ताक्षरों से कार्य पूर्ति प्रमाण पत्र पंचायत राज नियमावली के रूप पत्र 41 पर तैयार कर सहायक विकास अधिकारी (पंचायत) अवर अभियन्ता ग्रामीण अभियंत्रण सेवा को प्रस्तुत किया जायेगा जिनके द्वारा निर्माण कार्य का सत्यापन कर पूर्ति प्रमाण पत्र प्रति हस्ताक्षर किया जायेगा। कार्यपूर्ति प्रमाण पत्र की तीन प्रतियाँ तैयार की जायेगी जिसकी एक प्रति ग्राम पंचायत में तथा एक प्रति क्षेत्र पंचायत कार्यालय में और एक प्रति जिला पंचायत राज अधिकारी कार्यालय में उपलब्ध करायी जायेगी।

9. योजनान्तर्गत धनराशि का पूर्ण उपभोग कर लिये जाने के उपरान्त ग्राम पंचायत अधिकारी तथा प्रधान के संयुक्त हस्ताक्षरों से उपभोग प्रमाण पत्र खण्ड विकास अधिकारी को प्रस्तुत किया जायेगा। जिसके आधार पर विकास खण्ड का संकलित उपभोग प्रमाण पत्र खण्ड विकास अधिकारी द्वारा जिला पंचायत राज अधिकारी को प्रस्तुत किया जायेगा। जिला पंचायत राज अधिकारी द्वारा जनपद का संकलित उपभोग प्रमाण पत्र निदेशक पंचायती राज उत्तर प्रदेश एवं महालेखाकार उत्तर प्रदेश को प्रस्तुत किया जायेगा।

10. ग्राम पंचायत को योजनान्तर्गत उपलब्ध करायी गयी धनराशि की लेखा परीक्षा अधिकारी सहायक समितियों एवं पंचायतों द्वारा संयुक्त प्रान्त पंचायत राज अधिनियम 1947 (यथा संशोधित) के प्राविधानों और इस सम्बन्ध पर दिये गये निर्देशों के अनुरूप की जायेगी।

11. पंचायतीराज विभाग

ग्राम पंचायत

1. योजनान्तर्गत किसी एक ग्राम पंचायत में निर्धारित लागत के आधार पर शासकीय अनुदान अधिकतम प्रतिशत जिला योजनान्तर्गत विभागीय अनुदान से तथा न्यूनतम 10 प्रतिशत अर्थात् ग्राम पंचायत द्वारा नगद अथवा श्रम के रूप में अपने संसाधनों से वहन किया जायेगा तथा योजनान्तर्गत केवल ऐसी ग्राम पंचायतों को सम्मिलित किया जायेगा जो व्यय का कम से कम 10 प्रतिशत श्रम अथवा नगद के रूप में अपना अंशदान देने के लिये तैयार हो। यदि किसी ग्राम पंचायत का अग्रणन हो तो उस ग्राम पंचायत को उपरोक्त प्राविधानों को दीर्घकाल रखते हुए वास्तविक अग्रणन के आधार पर ही अनुदान उपलब्ध कराया जायेगा।
2. योजनान्तर्गत विकास खण्डों का चयन जिला पंचायत राज अधिकारी के माध्यम से जिला पंचायत द्वारा किया जायेगा और ग्राम पंचायत का चयन चयनित विकास खण्ड से किया जायेगा एवं वरीयता का निर्धारण सम्बन्धित क्षेत्र पंचायत द्वारा किया जायेगा।
3. योजनान्तर्गत किसी ऐसी ग्राम पंचायत को अनुदान उपलब्ध नहीं कराया जायेगी जिसे पूर्व में ही लाभान्वित किया जा चुका हो अथवा जिसे पूर्व में उपलब्ध करायी गयी अनुदान की धनराशि का समय से उपयोग न किया हो अथवा कार्य पूर्ति प्रमाण पत्र प्रस्तुत न किया हो।
4. जिला पंचायत राज अधिकारी इस योजना से सम्बन्धित प्रगति रिपोर्ट प्रत्येक तिमाही में जिला पंचायत को प्रस्तुत करेगा। जिला पंचायत उक्त प्रगति रिपोर्ट की समीक्षा करेगी तथा अपने कोई सुझाव दे सकती है।
5. चयनित ग्राम पंचायत को उपर्युक्त प्राविधानों के अनुसार विभागीय अनुदान की धनराशि एक मुश्त सम्बन्धित ग्राम पंचायत के खाते में जिला पंचायत राज अधिकारी द्वारा एकाउन्ट पेची चेक/बैंक ड्राफ्ट द्वारा स्थानान्तरित कर दी जायेगी तथा इसकी सूचना जिला पंचायत और क्षेत्र पंचायत को भी उपलब्ध करायी जायेगी।
6. खड़न्जा का निर्माण संयुक्त पंचायत राज अधिनियम 1947 की धारा 29-1(घ) में दिये गये प्राविधानों के अनुसार प्रधान की अध्यक्षता में गठित लोक हित समिति की देख रेख एवं पर्यवेक्षण में किया जायेगा। ग्राम पंचायत अधिकारी उक्त समिति के सचिव होंगे। निर्माण कार्य में प्रयोग की जाने वाली सामग्री का क्रय भी उक्त समिति द्वारा किया जायेगा क्रय की गई प्रति सामग्री के बाहचर पर लोक समिति के किसी एक सदस्य, प्रधान तथा ग्राम पंचायत अधिकारी के संयुक्त हस्ताक्षर होंगे। क्रय की गयी सामग्री का अंकन ग्राम पंचायत अधिकारी द्वारा ग्राम पंचायत के स्टॉक रजिस्टर में किया जायेगा तथा निर्माण कार्य हेतु उन्हें निर्माण सामग्री का निर्गमन किया जायेगा।

7. खड्डा निर्माण का तकनीकी पर्यवेक्षण क्षेत्र पंचायत स्तर पर तैनात अवर अभियन्ता ग्रामीण अभियंत्रण सेवा तथा सहायक जिला पंचायत राज अधिकारी (प्राविधिक) द्वारा किया जायेगा।

8. प्रगति का अनुस्रवण समय-2 पर जिला पंचायत तथा क्षेत्र पंचायत द्वारा किया जायेगा।

9. निर्माण कार्य पूर्ण हो जाने के पश्चात् ग्राम पंचायत अधिकारी तथा प्रधान के संयुक्त हस्ताक्षरों से कार्य पूर्ति प्रमाण पत्र पंचायती राज नियमावली के रूप पत्र-41 पर तैयार कर सहायक विकास अधिकारी (पंच) अवर अभियन्ता ग्रामीण अभियंत्रण सेवा को प्रस्तुत किया जायेगा जिनके द्वारा निर्माण कार्य का सत्यापन कर प्रतिहस्ताक्षर किया जायेगा। कार्यपूर्ति प्रमाण पत्र की तीन प्रतियां तैयार की जायेगी जिसकी एक प्रति ग्राम पंचायत में तथा एक प्रति क्षेत्र पंचायत कार्यालय में और एक प्रति जिला पंचायत राज अधिकारी के कार्यालय में उपलब्ध कराई जायेगी।

10. योजनान्तर्गत धनराशि का पूर्ण उपभोग कर लिये जाने के उपरान्त ग्राम पंचायत अधिकारी तथा प्रधान के संयुक्त हस्ताक्षरों से उपभोग प्रमाण पत्र खण्ड विकास अधिकारी को प्रस्तुत किया जायेगा जिसके आधार पर विकास खण्ड का संकलित उपभोग प्रमाण पत्र खण्ड विकास अधिकारी द्वारा जिला पंचायत राज अधिकारी को प्रस्तुत किया जायेगा। जिला पंचायत अधिकारी द्वारा जनपद का संकलित उपभोग प्रमाण पत्र निदेशक, पंचायती राज उत्तर प्रदेश व महालेखाकार उ० प्र० इलाहाबाद को प्रस्तुत किया जायेगा।

11. ग्राम पंचायत को उपलब्ध करायी गयी धनराशि की लेखा परीक्षा मुख्य लेखा परीक्षा अधिकारी सहकारी समितियों एवं पंचायतें उत्तर प्रदेश द्वारा संयुक्त प्रांत पंचायत राज अधिनियम 1947 (यथा संशोधित) के प्राविधानों और इस सम्बन्ध में समय-2 पर निर्गत निर्देशों के अनुरूप की जायेगी।

12. पंचायतीराज विभाग

ग्राम पंचायत

1. योजनान्तर्गत ऐसी ग्राम पंचायतों में जहाँ पर पूर्व में कोई पंचायत भवन अथवा ग्राम पंचायत के स्वामित्व में अन्य को सार्वजनिक भवन स्थित न हो में कम से कम 50.57 वर्ग मी. फ्लिन्य एरिया के पंचायत भवन का निर्माण सम्बन्धित ग्राम पंचायत द्वारा किया जायेगा। जिसकी माप निम्न प्रकार होगी।

क - एक हाल 6.7 X 3.6 मी.

ख - एक बरामदा 2.13 X 3.57 मी.

ग - एक कमरा 3.04 X 2.74 मी.

घ - शौचालय एवं स्नानगृह 1.41 X 2.4 मी.

कोई भी ग्राम पंचायत अपना अधिक अंशदान देकर इससे बड़े माप का पंचायत भवन बनवा सकती हैं। परन्तु इसके लिये राज्य सरकार से कोई अतिरिक्त अनुदान देय नहीं होगा।

2. पंचायत भवन का निर्माण निदेशक पंचायत राज द्वारा निर्गत मानचित्र एवं आगणन के अनुरूप कराया जायेगा।

3. पंचायत भवन की शासन द्वारा निर्धारित लागत के आधार पर जिसमें अधिकतम 90 प्रतिशत 1,00,000/- रुपया जिला योजनान्तर्गत विभागीय अनुदान से सम्बन्धित ग्राम पंचायत को उपलब्ध कराया जायेगा। तथा शेष न्यूनतम 10 प्रतिशत अंशदान सम्बन्धित ग्राम पंचायत द्वारा अपने ग्राम अथवा नाद के रूप में अपने सनसाधनों से वहन किया जायेगा। यदि पंचायत भवन का आगणन निर्धारित लागत से कम है तो उस दशा में उपरोक्त प्राविधानों के अनुरूप वास्तविक आगणन के आधार पर ही शासकीय अनुदान उपलब्ध कराया जायेगा।

4. योजनान्तर्गत विकास खण्डों का चयन संबंधित जिला पंचायत द्वारा किया जाएगा। तथा चयनित विकास खण्ड में ग्राम पंचायतों का चयन तथा वरीयता क्रम का निर्धारण क्षेत्र पंचायत द्वारा किया जाएगा।

5. पंचायत भवनों का निर्माण तथा सम्भव सहकारिता विभाग द्वारा निर्माण कराये जा रहे ग्रामीण गोदमों तथा प्राथमिकी/जूनियर पाठशालाओं आदि के निकट ही कराया जाएगा। परन्तु इन भवनों के निकट भूमि उपलब्ध न होने की दशा में ग्राम पंचायत अपनी सुविधा के अनुरूप स्थल चयन करने हेतु स्वतंत्र होगी। भवन के लिये भूमि ग्राम पंचायत द्वारा निःशुल्क उपलब्ध कराई जाएगी।

6. योजनान्तर्गत किसी ऐसे ग्राम पंचायत को अनुदान उपलब्ध नहीं कराया जाएगा जिसे पूर्व में ही लाभान्वित किया जा चुका हो। अथवा जिसे पूर्व में उपलब्ध कराई गई अनुदान की धनराशि का समय से उपयोग न किया हो। अथवा कार्य पूर्ति प्रमाण पत्र प्रस्तुत न किया हो।

7. चयनित ग्राम पंचायत को उपर्युक्त प्राविधानों के अनुसार विभागीय अनुदान की धनराशि का एकमुश्त संबंधित ग्राम पंचायत के खाते में जिला पंचायत राज अधिकारी द्वारा एकादन्त पेई चेक/बैंक ड्राफ्ट द्वारा स्थानान्तरित कर दी जाएगी तथा इसकी सूचना जिला पंचायत और क्षेत्र पंचायत को भी दी जाएगी।

8. पंचायत भवन का निर्माण संयुक्त प्रान्त पंचायत राज अधिनियम 1947 की धारा 29-1 (घ) में दिये गये प्राविधानों के अनुसार प्रधान की अध्यक्षता में गठित लोक हित समिति की देख रेख एवं पर्यवेक्षण में किया जायेगा। ग्राम पंचायत अधिकारी उस समिति के सचिव होंगे। निर्माण कार्य में प्रयोग की जाने वाली सामग्री का क्रम भी उक्त समिति द्वारा किया जाएगा। क्रय की गयी सामग्री का अंकन ग्राम पंचायत अधिकारी द्वारा ग्राम पंचायत के स्टॉक रजिस्टर में किया जायेगा तथा निर्माण कार्य हेतु पुनः निर्माण सामग्री का निर्माण किया जायेगा।

9. पंचायत भवनों के निर्माण का तकनीकी पर्यवेक्षण क्षेत्र पंचायत स्तर पर तैनात अवर अभियन्ता ग्रामीण अभियंत्रण सेवा तथा सहायक जिला पंचायत राज अधिकारी (प्राविधिक) द्वारा किया जाएगा।

10. प्रगति का समय-2 पर अनुप्रवण क्षेत्र पंचायत और जिला पंचायत द्वारा किया जाएगा।

11. निर्माण कार्य पूर्ण हो जाने के बाद ग्राम पंचायत अधिकारी तथा प्रधान के संयुक्त हस्ताक्षरों से कार्य प्रति प्रमाण पत्र पंचायत राज नियमावली के रूप पत्र -41 पर तैयार कर सहायक विकास अधिकारी (पंचायत) अवर अभियन्ता अभियंत्रण सेवा को प्रस्तुत किया जाएगा जिनके द्वारा निर्माण कार्य का स्त्यापन कर कार्य पूर्ति प्रमाण पत्र प्रति हस्ताक्षर किया जाएगा। कार्य पूर्ति प्रमाण पत्र की तीन प्रतियाँ तैयार की जाएगी जिसकी एक प्रति ग्राम पंचायत में, एक क्षेत्र पंचायत कार्यालय में तथा एक जिला पंचायत राज अधिकारी कार्यालय में उपलब्ध करायी जाएगी।

12. धनराशि का पूर्ण उपभोग कर लिये जाने के उपरान्त ग्राम पंचायत अधिकारी तथा प्रधान के संयुक्त हस्ताक्षरों से उपभोग प्रमाण पत्र खण्ड विकास अधिकारी को प्रस्तुत किया जाएगा जिसके आधार पर विकास खण्ड का संकलित उपभोग प्रमाण पत्र खण्ड विकास अधिकारी द्वारा जिला पंचायत राज अधिकारी को प्रस्तुत किया जाएगा। जिला पंचायत राज अधिकारी द्वारा संकलित उपभोग प्रमाण पत्र निदेशक पंचायती राज उत्तर प्रदेश व महालेखाकार, 30 प्र० को प्रस्तुत किया जाएगा।

13. ग्राम पंचायत को उपलब्ध करायी गयी धनराशि की लेखा परीक्षा मुख्य लेखा परीक्षा अधिकारी सहकारी समितियों एवं पंचायतों द्वारा संयुक्त प्रान्त पंचायत राज अधिनियम 1947 (यथा संशोधित) और इस सम्बन्ध में समय-2 पर दिये गये निर्देशों के अनुरूप की जाएगी।

13. पंचायती राज विभाग

ग्राम पंचायत

1. शौचालयों का माडल स्पेसिफिकेशन व इकाई निर्माण लागत तैयार करना।
2. ग्रामों का चयन करना।
3. लाभार्थियों का चयन करना।
4. शौचालय सेटों आदि का व्यवस्था करना।
5. धनराशि का हस्तान्तरण व लेखा प्रक्रिया आरम्भ करना।
6. क्षेत्र पंचायत पर अभिलेखों का रख रखाव करना।
7. निर्माण सामग्री का क्रय व प्रबंध तथा अभिलेखों का रख रखाव करना।
8. तकनीकी पर्यवेक्षण करना।
9. रिपोर्टिंग विधि अनुप्रवण व निरीक्षण करना।
10. प्रचार-प्रसार करना व देना।
11. स्वेच्छक संस्थाओं की भूमिका निर्धारित करना।
12. कार्यपूर्ति प्रमाण पत्र व उपभोग प्रमाण पत्र लेना।
13. लेखा परीक्षा।

14. ग्राम्य विकास विभाग

(i) ग्राम पंचायत

1. ग्राम पंचायत क्षेत्र के उपयुक्त एवं समेकिन विकास के लिये आवश्यक कार्य योजना तैयार करना।
2. जवाहर रोजगार योजना के अन्तर्गत ग्राम पंचायतों को प्राप्त होने वाली धनराशि से क्रियान्वित की जाने वाली योजना तैयार कर पंचायतों द्वारा अनुमोदन प्रदान किया जायेगा। तदोपरान्त इन अनुमोदित परियोजनाओं को समय से क्रियान्वित करने का दायित्व ग्राम पंचायत का होगा।
3. ग्राम पंचायत स्तर पर लेखा पुस्तिका व्यय के बाइचर तथा परियोजनाओं के अभिलेखों को तैयार करना एवं उनको रखना ग्राम पंचायतों का दायित्व होगा।
4. योजना के अन्तर्गत ग्राम पंचायतों को प्राप्त होने वाली धनराशियों का समय से उपयोग सुनिश्चित करना।
5. ग्राम पंचायतों व अन्य कार्यदायी संस्थाओं द्वारा योजना के अन्तर्गत कराये गये कार्यों का गुणवत्ता के अनुसार पुनः अकतोकन करना।
6. ग्राम पंचायतों में निहित तथा जवाहर रोजगार योजना के अन्तर्गत सृजित परिसम्पत्तियों का उपयुक्त रख रखाव की व्यवस्था करना।

(ii) क्षेत्र पंचायत:

1. क्षेत्र में आने वाली ग्राम पंचायत को जवाहर रोजगार योजना के अन्तर्गत परियोजनाओं के तैयार करने हेतु आवश्यक तकनीकी सहायता उपलब्ध कराना।
2. क्षेत्र में आने वाली ग्राम पंचायतों को जवाहर रोजगार योजना के अन्तर्गत सीधे प्राप्त होने वाली धनराशि के उपयोग हेतु तैयार की गयी वार्षिक कार्य योजना का ग्राम पंचायतवार अनुमोदन प्रदान करना।
3. योजना के अन्तर्गत ग्राम पंचायतों व क्षेत्र पंचायतों को प्राप्त होने वाले धन का समय से सदुपयोग सुनिश्चित करना।
4. योजना के अन्तर्गत व्यय की जाने वाली धनराशि तथा सृजित सम्पत्तियों की गुणवत्ता के सम्बन्ध में अनुश्रवण करना एवं ग्राम पंचायतों को आवश्यक निर्देश जारी करना।

5. क्षेत्र पंचायत में निहित तथा जवाहर रोजगार योजना के अन्तर्गत सृजित परिसम्पत्तियों के अनुस्रवण की उपयुक्त व्यवस्था करना।

(iii) जिला पंचायत:

1. क्षेत्र पंचायत स्तर पर तैयार की गयी कार्य योजना को समेकित करते हुए जिला पंचायत स्तर पर वार्षिक जिला कार्य योजना तैयार करना।
2. योजना के अन्तर्गत विभिन्न कार्यदायी संस्थाओं को आवंटित धनराशियों का भौतिक व वित्तीय अनुस्रवण करना।
3. जवाहर रोजगार योजना के अन्तर्गत सृजित परिसम्पत्तियों का अनुस्रवण करना इस सम्बन्ध में यह भी उल्लेख करना है कि जिला ग्राम्य विकास अभिकरण स्तर पर भारत सरकार से प्रदेश सरकार को प्राप्त होने वाली धनराशि ग्राम पंचायत, क्षेत्रीय पंचायत तथा अन्य कार्यदायी संस्थाओं को अवमुक्त की जाती रहेगी। इस पर मात्र कुल धनराशि और अन्य धनराशियों को सम्बन्धित संस्थाओं को उपलब्ध कराने की कार्यवाही जिला ग्राम्य विकास अभिकरण स्तर पर निहित रहेगी। जिला ग्राम्य विकास अभिकरण परियोजनाओं की स्वीकृति तथा वित्तीय उपासय अथवा बजट की स्वीकृति यथावत सम्बन्धित संस्थाओं को देने के लिये अधिकृत रहेंगे।

15. ग्राम्य विकास विभाग

ग्राम पंचायत

1. ग्राम पंचायतों का प्रमुख दायित्व लाभार्थियों का सही चयन और चयन की प्रक्रिया को पारदर्शी बनाने हेतु खुली बैठक का आयोजन करना तथा लाभार्थी समूह का आयोजन करना।
2. ग्राम स्तर पर सर्तकता समिति के माध्यम से निर्माण कार्यों की प्रगति का अनुस्रवण और गुणवत्ता सृजन पर निगरानी रखेगी।
3. निर्माण किये जाने वाले इन्दिरा आवासों के तकनीकी मार्गनिर्देश हेतु क्षेत्र पंचायत/जिला पंचायतों से आवश्यक निर्देश/सहयोग प्राप्त करेगी।

क्षेत्र पंचायत

1. योजना के अन्तर्गत ग्राम पंचायतों के तकनीकी मार्ग निर्देश देने का दायित्व क्षेत्र पंचायत का होगा। इस सम्बन्ध में आवश्यक निर्देश मार्ग दर्शन जिला पंचायतों से क्षेत्र पंचायतें प्राप्त करेंगी।

2. क्षेत्र पंचायतों का यह भी दायित्व होगा कि निर्माण कार्यों का पर्यवेक्षण एवं गुणवत्ता सुनिश्चित करें तथा सही लाभार्थी के चयन तथा कार्य की प्रगति सम्बन्धी पर्यवेक्षण एवं अनुस्रवण को सुनिश्चित करना होगा।

जिला पंचायत

1. अवस्थापना सम्बन्धी प्रस्तावों का अनुमोदन जिला पंचायतों द्वारा किया जायेगा।
2. ग्राम पंचायतों द्वारा प्रस्तावित लाभार्थियों के चिन्हीकरण तथा क्षेत्र पंचायत की संस्तुतियों के पश्चात् लाभार्थियों की सूची को अन्तिम रूप देने का दायित्व जिला पंचायतों का होगा।
3. स्वीचक संस्थानों की भागीदारी को बढ़ावा देना और जिला स्तर पर अनुस्रवण की कार्यवाही करने का दायित्व जिला पंचायत का होगा।

16. ग्राम्य विकास विभाग

ग्राम पंचायत

1. योजना के अन्तर्गत ग्राम पंचायत स्तर पर क्षेत्र पंचायत जिला पंचायत से आवश्यक निर्देश प्राप्त करना।
2. लाभार्थियों का चिन्हीकरण एवं चयन कर वास्तविक उपभोक्ता का चयन करना।
3. लाभार्थी समूहों तथा स्वयं सेवक समूहों का आयोजन करना।
4. ग्राम पंचायत स्तर पर ग्रामीण महिलाओं को इसकी उपयोगिता के विषय में आवश्यक प्रशिक्षण तथा जागरूकता पैदा करने हेतु क्षेत्र पंचायतों एवं जिला पंचायत स्तर से आवश्यक सहयोग निर्देश प्राप्त करना।

क्षेत्र पंचायत:

1. क्षेत्र पंचायतों का दायित्व उनके क्षेत्र पढ़ने वाले ग्राम पंचायतों द्वारा निर्मित कराये जाने वाले सत्रों के क्रम प्रार्थना पत्रों पर जहाँ आवश्यकता होगी जिला पंचायतों को संस्तुति करने के साथ प्रेषित करना।
2. अनुदानों का वितरण करना, उपभोग एवं कार्य समान सम्बन्धी प्रशिक्षणों का क्षेत्र स्तर पर आयोजन करना।
3. निर्माण कार्यों की गुणवत्ता सुनिश्चित करना तथा क्षेत्र पंचायत स्तर पर स्वीचक संस्थाओं की कार्यक्षमता बढ़ाने हेतु प्रशिक्षण आदि का आयोजन करना।

जिला पंचायत

1. बायोगैस कार्यक्रम की वार्षिक योजना को तैयार किये जाने एवं उसके अनुमोदन के साथ ही वित्तीय एवं भौतिक लक्ष्यों का निर्धारण करना।
2. अनुगामी/अग्रगामी सम्बद्धताओं को सुनिश्चित करना, स्वैच्छिक संस्थाओं को इस कार्यक्रम हेतु भारीदारी सुनिश्चित करना।
3. बायोगैस संयंत्रों के डिजाइन एवं परिवर्तन (इन्वेस्टमेंट) तथा स्थानीय कारीगरों के बायोगैस संयंत्रों की स्थापना/निर्माण का प्रशिक्षण देना।
4. जिला पंचायत में निहित बायोगैस प्लान्ट का अनुरक्षण एवं सघन अनुश्रवण करना।

17. ग्राम्य विकास विभाग

ग्राम पंचायत:

1. परिवार आर्थिक रजिस्टर तैयार करना।
2. ग्राम के लक्ष्य के अनुसार लाभार्थियों का चयन करना।
3. गरीबी रेखा के ऊपर उठने के लिये लाभार्थियों के आय के स्तर को बढ़ाने हेतु अधिक क्रिया कलापों को चिन्हित करना।
4. इवाकरा समूहों के गठन में सहायता करना।
5. सामाजिक क्षेत्र के अन्य ग्राम स्तरीय कार्यकलापों से लिक्वेल का प्राविधान करना।

क्षेत्र पंचायत

1. परिवार तथा आर्थिक रजिस्टर का संकलन करना।
2. ब्लॉक तथा सर्विस एरिया प्लान तैयार करना।
3. इवाकरा ग्रुपों के लिये आर्थिक क्रियाकलापों का चिन्हीकरण करना।

4. लाभार्थियों का चयन तथा अनुमोदन करना।
5. एन.जी.ओ. तथा अन्य प्रशिक्षण संस्थाओं का चिन्हीकरण करना।
6. अच्छी गुणवत्ता की परिस्मृतियों के अर्जन में सहायता करना।
7. ऋण प्राप्त करने हेतु प्राप्त प्रार्थना पत्रों की जाँच (प्रोसेसिंग) करना।
8. मॉनीटरिंग तथा कार्यान्वयन।
9. बैंकवर्ड तथा फारवर्ड लिक्वेज स्थापित करने में सहायता करना।
10. ब्लॉक स्तर पर बैंकों के साथ सम्बन्ध करना।

जिला पंचायत

1. महिला समूहों के गठन आदि के सम्बन्ध में जिला में जिला कार्य योजना को तैयार तथा अनुमोदित करना जिसमें अन्य बातों के साथ - साथ निम्नलिखित शामिल होंगे।

(क) महिला समूहों के गठन के तथा उनके लिये वित्तीय आवश्यकता के लक्ष्य निर्धारित करना।

(ख) महिला समूहों की महिलायें तथा उनके बच्चों को अधिकतम लाभ पहुँचाने के उद्देश्य तक अनुगामी एवं अनुगामी लिक्वेज को सुनिश्चित करने हेतु आवश्यक सुविधाएं उपलब्ध कराना जैसे महिलाओं का प्रशिक्षण उनको बैंकों से ऋण पिलाना, उनमें बचत की आदत डालना, उत्पादित माल का विपणन आदि।

(2) डवाकारा समूह ऋण (डी.आर.डी.ए.) हेतु बैंकों को अनुदान स्थानान्तरित करना।

(3) कार्यक्रम का विकास खण्डवार मॉनीटरिंग करना।

(4) जनपद स्तरीय प्रशिक्षण सेमिनार तथा कार्यशाला आयोजित करना।

(5) बैंकों के साथ सम्बन्ध रखना।

(6) सामान्य सुविधाओं जैसे सामुदायिक हल, वर्कशॉप, डेकेयर सुविधाओं का प्राविधान करना।

18. ग्राम्य विकास विभाग

ग्राम पंचायत:

1. अपनी ग्राम सभा के वरतमंद एवं उपयुक्त प्रशिक्षार्थियों को चिन्हित तथा संस्तुत करना।
2. इस सम्बन्ध में पूर्व में निर्गत सम्स्त शासनादेश उपर्युक्त सीमा तक संशोधित सम्भे जायें।

क्षेत्र पंचायत

1. क्षेत्र के लिये उपयुक्त छेद चिन्हित करना।
2. विभिन्न छेदों के लिये प्रशिक्षार्थियों का उनकी गंशा के अनुसार चयन करना।
3. स्वरोच्चार प्रारम्भ करने में प्रशिक्षित युवकों की सहायता करना।
4. विभिन्न छेदों में प्रशिक्षण देने के सम्बन्ध में अनुमोदन हेतु संस्थाओं की संस्तुति करना।
5. आधुनिकता के नये परिवेश एवं बदलती अभिरुचियों के दृष्टिगत प्रशिक्षण के लिये नये क्षेत्रों का संज्ञान करना।

जिला पंचायत

1. जनपद में रोच्चार के लिये उपलब्ध अवसरों एवं क्षेत्रों के दृष्टिगत सम्बन्धित विभिन्न छेदों में करना तथा अनुमोदित करना जिसमें निम्नलिखित सम्मिलित होंगे।

(i) भौतिक तथा आर्थिक लक्ष्यों का निर्धारण।

(ii) योजनान्तर्गत लाभार्थियों को अधिकतम लाभ पहुंचाने के उद्देश्य से अनुगामी तथा अग्रगामी लिक्वेज सुनिश्चित करने हेतु आवश्यक आधारभूत सुविधाएं सुचित करना जैसे विभिन्न छेदों में अच्छी गुणवत्ता की प्रशिक्षण संस्थाओं एवं मास्टर क्राफ्टमैनों की व्यवस्था करना, बैंकों से प्रशिक्षणार्थियों को स्वतः रोच्चार हेतु ऋण दिलाने में प्रभावी भूमिका निभाना आदि।

(iii) दृष्टसेम अवस्थापना कद के अन्तर्गत प्राप्त होने वाली धनराशि से प्रशिक्षण कार्यक्रमों हेतु विभिन्न संस्थाओं को आधारभूत सुविधाओं के सुजन हेतु सहायता प्रदान करना तथा उसके सहयोग हेतु प्रभावी अनुगवण करना।

(2) प्रशिक्षण संस्थाओं द्वारा दिये जाने वाले प्रशिक्षण को गुणवत्ता पर नियमित रूप से नजर रखना।

19. ग्राम्य विकास विभाग

ग्राम पंचायत

1. ग्राम पंचायत क्षेत्र के परिवारों का आर्थिक रजिस्टर तैयार करना।
2. लक्ष्य के अनुसार गांवों में लाभार्थियों का चयन करना।
3. गरीबी की रेखा से नीचे रहने वाले परिवारों को ऊपर उठाने के लिये तथा उनके आय के स्तर को बढ़ाने के हेतु, आर्थिक क्रियाकलापों को चिन्हित करना।

क्षेत्र पंचायत

1. क्षेत्र में आने वाली ग्राम पंचायतों में गरीबी की रेखा के नीचे जीवन यापन करने वाले परिवारों को सर्वेक्षण एवं चिन्हीकरण करना।
2. ग्राम पंचायतों में रहने वाले परिवारों के लिये परिवार और आर्थिक रजिस्टर का संकलन करना।
3. क्षेत्र पंचायत स्तर पर सर्विस एरिया योजना तथा ब्लाक योजना तैयार करना।
4. योजना के अन्तर्गत बैंक ऋण हेतु प्राप्त प्रार्थनापत्रों की प्रोसेसिंग करना।
5. लाभार्थियों को अच्छी गुणवत्ता की परिस्मृपतियों को अर्जित करने में सहायता करना।
6. व्यय की प्राप्ति, परिस्मृपतियों के सृजन तथा लाभार्थियों को प्रदान किये गये ऋणों की वसूली का अनुसंधान करना।
7. क्षेत्रीय पंचायतों में निहित परिस्मृपतियों एवं भवनों का अनुरक्षण करना।

जिला पंचायत

1. क्षेत्र पंचायत स्तर पर बैकवार तैयार की गई कार्य योजना को सीमित करते हुए जिला पंचायत स्तर पर वार्षिक जिला कार्य योजना तैयार करना।
2. योजनान्तर्गत, क्षेत्रवार ऐसी एक्टिविटीज का चिन्हीकरण करना जिनके अन्तर्गत लाभार्थियों के लिये उस क्षेत्र की विशिष्टताओं के अनुसंग अधिकतम लाभदायक परियोजनाएँ स्वीकृत की जा सकें।

3. योजनान्तर्गत लाभार्थियों को अधिकतम लाभ पहुंचाने के उद्देश्य से अनुगामी एवं अग्रगामी लिक्वेज को सुनिश्चित करने हेतु आवश्यक आधारभूत सुविधाएं सुचित करना।
4. योजना के अन्तर्गत विभिन्न सेक्टरों में लाभार्थियों हेतु अधिकतम लाभकारी अभिनव परियोजनायें "माडल" के रूप में तैयार करना जिनके कार्यान्वयन वृद्ध स्तर पर विकास खण्डों में किया जा सके।
5. विकास खण्ड वार योजना अन्तर्गत सुचित स्वतः रोजगार इस हेतु परिसम्पत्तियों के सृजन एवं बैंक ऋणों द्वारा की जा रही वापसी के सम्बन्ध में अनुश्रवण करना।
6. जिला पंचायतों में निहित परिसम्पत्तियों एवं भवनों का अनुरक्षण करना।

ग्राम्य विकास विभाग

ग्राम पंचायत

1. ग्राम पंचायतों के ग्रामीण विकास कार्यक्रमों के क्रियान्वयन हेतु अधिक से अधिक सम्बन्ध किया जाय और इस हेतु उनसे आवश्यकतानुसार परियोजनाओं के क्रियान्वयन हेतु सहयोग भी लिया जाय।
2. जिला ग्राम्य विकास अभिकरण द्वारा ग्राम परस्व कार्यक्रमों के क्रियान्वयन हेतु विभिन्न समस्याओं को अवशुद्ध की जाने वाली धनराशि की प्रक्रिया को सरल एवं सुदृढ़ व्यवस्थित किया जाय।
3. जवाहर रोजगार योजना, दस लाख, कप योजना एवं सुनिश्चित रोजगार योजना के अन्तर्गत उपलब्ध धनराशियों को विभागों की अन्य योजनाओं में उपलब्ध धनराशि से युग्मति करते हुए उसको और प्रभावी बनाया जाय।
4. जनपद स्तर पर जिला ग्राम्य विकास अभिकरणों की शासीनिकाय की बैठक हर तिमाही में बुलाई जाय एवं जिला ग्राम्य विकास अभिकरणों की जाय जनरल बाडी की बैठकें भी नियमित रूप से की जाय।

21. ग्राम्य विकास विभाग

जिला पंचायत

1. जिला पंचायत जब तक विकास सम्बन्धी क्रिया कलाओं को समुचित रूप से करने के लिये विकसित नहीं हो जाते हैं तब तक जिला ग्राम्य विकास अभिकरणों को जिला पंचायतों के अधीनस्थ करना उनके नेतृत्व में परिवर्तन करना सामयिक नहीं होगा। हाई पावर कमेटी का सुझाव है कि जिला पंचायतों को इन दायित्वों के निर्वाहन के लिये शीघ्र सक्षम एवं विकसित किया जाय। अतः जब तक जिला ग्राम्य विकास अभिकरण जिलाधिकारी की अध्यक्षता में संचालित रहेंगे।

2. बजाल आयोग की संस्तुतियों एवं जिला पंचायतों के जनपद की विकास योजनाओं से सम्बन्ध करने एवं पंचायतों को शीघ्र विकसित करने के लिये जनपद के मुख्य विकास अधिकारी, जो जिला पंचायतों के मुख्य कार्यकारी अधिकारी भी होते हैं, को जिला ग्राम्य विकास अभिकरण का सचिव नामित किया जाता है।

3. जिला पंचायतों को जिला ग्राम्य विकास अभिकरण के क्रिया कलापों से सम्बन्ध करने के उद्देश्य से जनपद की एक तिहाई क्षेत्र पंचायतों के प्रमुख चक्रानुक्रम में एक वर्ष की अवधि के लिये अभिकरण के सदस्य के रूप में रखे जायेंगे।

22. ग्राम्य विकास विभाग

1. प्रशिक्षण के लिये लक्ष्य समूहों का चिन्हीकरण।
2. विभिन्न प्रशिक्षण समूहों की आवश्यकता के अनुसूच प्रशिक्षण की समय सारणी का निर्धारण।
3. संस्थाओं की आवश्यकताओं का प्रशिक्षण की विषय वस्तु से सहयोजन।
4. उपर्युक्तानुसार प्रत्येक लक्ष्य समूहों के लिये प्रशिक्षण कोर्स की तैयारी।
5. विभिन्न लक्ष्य समूहों के लिये प्रशिक्षण संस्थाओं के स्तरों का निर्धारण तथा ग्राम्य पंचायतों के कार्यकर्ताओं के जिला प्रशिक्षण संस्थाओं द्वारा प्रशिक्षण जिला पंचायतों के कार्यकर्ताओं को क्षेत्रीय ग्राम्य विकास संस्थानों/जिला ग्राम्य विकास संस्थानों के माध्यम से प्रशिक्षण देना आदि।
6. उपर्युक्त प्रशिक्षण विधियों, प्रशिक्षण सामग्री/मैनुअल का चयन आदि।

23. ग्राम्य विकास विभाग

जिला पंचायत

1. जिला पंचायत स्तर पर यह दायित्व होगा कि जनपद में पीने के पानी की आवश्यकता का आकलन और पेयजल आपूर्ति एवं पर्यावरण स्वच्छता कार्यक्रम के लिये योजना तैयार करना विशेष रूप से ऐसे क्षेत्रों की आवश्यकताओं के लिये जहाँ जल आपूर्ति नहीं है। क्षेत्रीय आवश्यकतानुसार टैंडरप्प/जलापूर्ति से आप्लावित क्षेत्रों का चिन्हीकरण का दायित्व जिला पंचायत स्तर पर निहित होगा। जलपूर्ति कार्यक्रम के कार्यक्रम के कार्यों को जिनकी लागत दस लाख रुपये तक है जो जिला पंचायत स्तर पर लिया जा सकेगा एवं जल की गुणवत्ता का प्रशिक्षण करने का दायित्व भी होगा। पर्यावरण स्वच्छता कार्यक्रम वहन का दायित्व भी जिला पंचायत स्तर पर निहित होगा। दशमेक योजना की सहायता से स्थानीय कारीगर को पर्यावरण की स्वच्छता के निर्माण का प्रशिक्षण देने हेतु योजना तैयार किया जाना तथा ग्राम्य पर्यावरण स्वच्छता कार्यक्रम के निर्माण में शैक्षिक संस्थाओं की भागीदारी सुनिश्चित किये जाने का कार्य जिला पंचायत स्तर पर निहित होगा। जलपूर्ति का सम्न्वय और अनुप्रवण विभिन्न एजेन्सियों से कराने का कार्य एवं जिला पंचायत के निहित भवन एवं परिस्मपत्तियों के अनुप्रवण का कार्य भी निहित होगा।

क्षेत्र पंचायत

2. जल सम्पत्ति सम्बन्धित प्रस्तावों में जाने वाली कठिनाइयों को दृष्टिगत रखते हुए तथा मूलग्रस्त गांवों में ग्रामीण पर्यावरण स्वच्छता कार्यक्रम पर प्रकाश डालते हुए तैयार किये जाने का दायित्व क्षेत्रीय पंचायतों का होगा। हैण्डपम्पों की समय समय पर मरम्मत करने के लिये एक प्रभावी कार्यक्रम तैयार करने के साथ ड्राइसेम योजना के माध्यम से स्थानीय लोगों को हैण्डपम्प की मरम्मत के प्रशिक्षण देने के कार्य क्षेत्रीय पंचायतों में निहित होगा क्षेत्र पंचायतों द्वारा जल सम्बन्धी बीमारियों पर ध्यान रखते हुए पर्यावरण स्वच्छता कार्यक्रम को तैयार करने एवं कार्यान्वित करने का दायित्व क्षेत्रीय पंचायतों का होगा। पांच लाख रुपये की लगत तक की जलसम्पत्ति परियोजनाओं को लेने तथा क्षेत्रीय पंचायतों में निहित भवनों तथा परिसम्पत्तियों की अनुरक्षण का दायित्व क्षेत्रीय पंचायतों का होगा।

ग्राम पंचायत

ग्राम पंचायतों के लिये जलसम्पत्ति एवं पर्यावरण स्वच्छता कार्यक्रम के लिये योजना तैयार करने का कारण ग्राम्य पंचायतों का होगा। ग्राम्य पंचायतों के अन्दर जलसम्पत्ति बनाए रखने उसके पर्यवेक्षण रखरखाव तथा अनुश्रवण का दायित्व ग्राम पंचायतों में निहित होगा। ग्रामीण पर्यावरण स्वच्छता कार्यक्रम में जल निकासी आदि का निर्माण तथा व्यक्तिगत लाभार्थियों का चिन्हीकरण करने का कार्य ग्राम पंचायतों का होगा। जल की गुणवत्ता का प्रशिक्षण करते हुए जल से पैदा होने वाली बीमारियों पर निगाह रखने का कार्य तथा अन्य एजेन्सीयों से सम्बन्ध स्थापित करते हुए सफाई तथा मनुष्यों के अच्छे स्वास्थ्य को सुनिश्चित करने का कार्य ग्राम पंचायतों के स्तर पर सम्पादित किया जायेगा। हैण्डपम्पों के रखरखाव तथा अनुश्रवण पानी की टेकिंगों की सफाई व ग्राम्य पंचायतों में निहित भवनों तथा परिसम्पत्तियों का अनुरक्षण ग्राम्य पंचायत स्तर पर परिसम्पादित होगा। पचास हजार रुपये तक की लगत तक की जलसम्पत्ति परियोजनाओं को ग्राम्य पंचायत द्वारा निर्णय लिया जा सकेगा। दूषित कस्तूरी को नष्ट करने के लिये कार्यवाही करना तथा जानवरों के पीने के पानी के लिये तालाबों का निर्माण तथा अनुरक्षण ग्राम्य पंचायतों के स्तर पर किया जायेगा। शम्शान/कब्रस्तान का प्रबन्ध स्वास्थ्य के सिद्धान्तों के अनुसार मृत जानवरों का निस्तारण का दायित्व ग्राम पंचायत स्तर पर निहित होगा।

24. ग्राम्य विकास विभाग

ग्राम पंचायत

1. ग्राम पंचायत स्तर पर अनुसूचित जाति/जनजाति पेशकश की व्यवस्था हेतु स्थल चयन पंचायत की खुर्ती बैठक में करना और बैठक में लिये निर्णय का क्षेत्र पंचायत के माध्यम से जिला पंचायत को प्रस्तुत करना।

2. ग्राम पंचायत गांवों में पेशकश की समस्याओं के समय-समय पर क्षेत्र पंचायत और जिला पंचायत का अवगत करना और इस हेतु प्रस्ताव भी प्रस्तुत करना।

3. जनपद स्तर से भारी मात्रा में निर्देशों के अनुसूच पेंचल योजना की कार्यान्वित करना तथा परिषदों में निहित भवनों और परिसम्पत्तियों का कार्य सम्पादित करना।

क्षेत्र पंचायत

1. क्षेत्र पंचायतों का दायित्व है कि उनके क्षेत्र में पड़ने वाली ग्राम पंचायतों की आवश्यकताओं को दृष्टिगत रखते हुए उनके द्वारा प्रेषित प्रस्ताव पर विचार कर तथा समीक्षा उपरान्त जिला पंचायत को प्रेषित करना।
2. ग्राम पंचायतों के द्वारा तैयार पेंचल योजना की समीक्षा करेंगे तथा आवश्यक विचार-विमर्श करते हुए जिला पंचायत को अपनी संस्तुतियों के साथ प्रेषित करेंगी।
3. क्षेत्र पंचायत में आने वाली ग्राम पंचायतों में अनुसूचित जाति/जनजाति योजना के अन्तर्गत तैयार की जाने वाली परियोजनाओं में आनेवाली कठिनाइयों का निराकरण करना।

3. जिला पंचायत

1. पंचायत राज व्यवस्था के अन्तर्गत अनुसूचित जाति/जनजाति पेंचल योजना के कार्यान्वयन की व्यवस्था को सुचारु रूप से संचालित करने हेतु जिला पंचायत के प्रमुख निम्न उत्तरदायित्वों/अधिकारों का निर्वहन करना होगा।
2. कार्यवाई संस्थाओं का चिन्तीकरण उनकी क्षमता तकनीक तथा उनकी कार्य प्रणाली को देखते हुए करना तथा धनराशि को तदनुसार वितरण करना।
3. जिला योजना के अन्तर्गत जिला पंचायत में निहित भवनों तथा परिसम्पत्तियों का अनुरक्षण सुनिश्चित किया जाना।

25. रेशम विकास विभाग

1. ग्राम पंचायत

1. लाभार्थियों एवं योजनाओं हेतु स्थान का चयन।
2. क्षेत्र पंचायतों के द्वारा अनुमोदित योजनाओं का क्रियान्वयन।
3. प्रदर्शन एवं सूचनाओं का सम्प्रेक्षण।
4. ग्राम पंचायतों में निहित भवनों/उपकरणों का अनुरक्षण।

2. क्षेत्र पंचायत

1. रेशम विकास कार्यक्रमों सम्बन्धी सूचनाओं प्रचार सामग्री एवं उक्त कार्यक्रमों हेतु प्रदत्त शासकीय सहायता का समीक्षण।
2. रेशम उत्पादकों को प्रशिक्षण।
3. क्षेत्रीय पंचायतों में निहित भवनों/उपकरणों का अनुरक्षण।

3. जिला पंचायत

1. सभी फारवर्ड एवं बैकवर्ड लिंकवेज को दृष्टिगत रखते हुए रेशम विकास के लिये विस्तृत योजना तैयार करना।
2. योजना के कार्यान्वयन, सामग्रियों की व्यवस्था, विपणन आदि हेतु संस्थागत ढाँचा विकसित करना।
3. ग्राम पंचायतों की भूमिहीनों को शहूत की खेती हेतु उपयुक्त भूमि का आवंटन हेतु मार्ग हेतु निर्देश निर्गत करना।
4. रेशम उद्योग से जुड़े कर्मचारी/गैर कर्मचारी सदस्यों का रेशम विकास से सम्बन्धित प्रशिक्षण कार्यक्रम का आयोजन।
5. सहकारी समितियों/स्वैच्छक संगठनों एवं व्यक्तिगत क्षेत्र विशेष स्तर से महिला समूहों का रेशम उत्पादन कार्यक्रमों से सहभागिता हेतु प्रोत्साहित करना।
6. प्रचार प्रसार
7. जिला परिषद में निहित भवनों एवं उपकरणों का अनुरक्षण।
8. रेशम विकास योजनाओं के क्रियान्वयन जिसके अन्तर्गत :
 1. कोखा बीमा योजना।
 2. पूर्ति क्षेत्र रेशम योजना।
 3. कोखा क्रय एवं विक्रय हेतु रिवाल्किंग फंड।
 4. बाई बोल्टीन कोखा उत्पादन का पुर्नगठन।
 5. रेशम सहकारी समितियों का पुर्नगठन।
 6. लोक कलाओं के माध्यम से रेशम का प्रचार।
 7. बिजु कोखा उत्पादकों को अतिरिक्त संसाधन।
 8. कताई हेतु निजी ईकाइयों को प्रोत्साहन।
 9. कोखा भण्डारण।
 10. माडल चाक्री कीट पालन योजना।

26. समाज कल्याण विभाग

ग्राम पंचायत

पंचायत स्तर पर सम्पन्न किये जाने वाले कार्यों का विवरण:

1. लघु, लघुतर कुटीर तथा ग्रामोद्योग के विकासार्थ चलाई जा रही योजनाओं का प्रचार एवं प्रसार।
2. विभिन्न योजनाओं हेतु पात्र उपभोगियों का चुनाव विषयक संस्तुति क्षेत्र पंचायत/जिला पंचायत हेतु।
3. पाटरी चिकन कालीन तथा हस्तशिल्पियों योजनाओं की क्रियान्वयन में सहयोग।
4. ग्रामीण दस्तकारों की आवश्यकताओं का आकलन एवं उन्हें विभिन्न विभागों से आवश्यक सहायता उपलब्ध कराना।
5. स्वरोज्जगार हेतु इच्छुक व्यक्तियों की पहचान एवं उनकी सूची क्षेत्र पंचायत/ जिला पंचायत एवं उद्योग केन्द्रों को उपलब्ध कराना।
6. स्वीकृत ग्राम विकास योजना के अन्तर्गत उद्योग सेवा एवं व्यवसाय के लाभान्वित व्यक्तियों का जिला उद्योग केन्द्र से पंजीकरण एवं अन्य सहायताएँ दिलाना।
7. राइसम के प्रशिक्षितों को क्षेत्र पंचायत के माध्यम से ऋण प्रार्थना पत्र तैयार कराना एवं बैंकों को प्रेषित कराना।

क्षेत्र पंचायत

1. औद्योगिक उत्पादन को बढ़ावा देना।
2. विभिन्न योजनाओं के अन्तर्गत लाभार्थियों का चयन।
3. क्षेत्र पंचायत के स्त्रोतों से प्रशिक्षण तथा उत्पादन केन्द्रों की स्थापना।
4. डेडीशन शिल्प को बढ़ावा देना।
5. सरकारी संगठनों तथा स्वयं सेवा समूहों को औद्योगिक विकास हेतु गतिशीलता देना।

6. विपणन तथा विक्रय बढ़ाने हेतु मेले तथा प्रदर्शनियों का आयोजन।
7. क्षेत्र पंचायतों को प्रतिनिधानित परिसम्पत्तियों एवं भवनों का रख रखाव।
8. संगन्ध नया विद्युत कनेक्शन, गण्डी समिति से लाइसेंस टाउन/नोटीफाइड एरिया से भवन मानचित्र स्वीकृत कराना आदि।
9. विभिन्न योजनाओं के लाभार्थियों को उद्योग विभाग/खादी ग्रामोद्योग बोर्ड/हथकरभा एवं निदेशालय आदि लाभान्वित कराना।

जिला पंचायत

1. खादी ग्रामोद्योग बोर्ड द्वारा संचालित कार्यक्रमों तथा उनके विकास तथा उनके प्रसार एवं विकास विषयक उपलब्ध इन्सैन्टिव अनुसार क्रियान्वयन।
2. उत्पादन प्रशिक्षण केन्द्रों के उत्पादों की गुणवत्ता हेतु स्थापना विषयक प्रबन्धक।
3. ग्रामीण कुटीर उद्योगों के विपणन विषयक व्यवस्था।
4. के.वी.आई.ली./के.बी.आई.सी. पर आधारित योजनाओं का क्रियान्वयन।
5. चर्म हथकरभा, चिकन तथा ब्रास एवं मेटल पर आधारित उद्योगों का विकास।
6. प्रशिक्षण संगोष्ठी तथा सेमिनार का उद्योगों के विकास कार्य व्यवस्था विषयक क्रियान्वयन।
7. जिला पंचायती में निहित अधिकारी के अनुरूप परिसम्पत्तियों तथा भवनों का रख रखाव एवं मरम्मत आदि।
8. स्थानीय कच्चे माल की उपलब्धता तथा आवश्यकता अनुसार उद्योगों की स्थापना।
9. सहकारी संगठनों तथा स्वयं सेवा समूहों तथा महिला समूहों की गठित कर उद्योगों की स्थापना तथा उत्पादन में वृद्धि।
10. नई तकनीकी के विकास के हेतु योजनाओं का क्रियान्वयन तथा प्रसार।

27. युवा कल्याण विभाग

ग्राम पंचायत

1. ग्राम पंचायत अपने क्षेत्र में अखाड़ों का निर्माण करायेंगी।
2. फुटबल, वालीबॉल, बास्केटबल, हॉकी एवं अन्य खेलों में मैदानों का निर्माण उपयुक्त सभी मैदानों का निर्माण एवं रख रखाव का कार्य ग्राम पंचायत करायेंगी।
3. युवक मंगल दलों का गठन
युवक मंगल दलों का गठन ग्राम प्रधान के मार्ग दर्शन में ग्राम पंचायत अधिकारी के सहयोग से क्षेत्रीय युवक कल्याण एवं प्रा. वि. द. अधिकारी द्वारा किया जायेगा।
4. कृषि तथा अन्य विकास एवं सांस्कृतिक कार्यक्रमों में युवक मंगल दल की सहभागिता ग्राम पंचायत एवं युवक मंगल दलों की सहभागिता से उपरोक्त कार्यक्रम सुनिश्चित कराये जायेंगे।
5. ग्राम पंचायत में स्थित भवनों एवं सम्पत्तियों का रख रखाव।
- पंचायत एवं सम्पादित करायेंगी।

क्षेत्र पंचायत

1. ग्रामीण खेल कूद प्रतियोगिताओं का जीवन खण्ड स्तरीय ग्रामीण खेलकूद प्रतियोगिताओं का आयोजन क्षेत्र पंचायत द्वारा किया जायेगा।
2. युवक/महिला मंगल दलों की सहायता एवं प्रोत्साहन
क्षेत्र पंचायत द्वारा प्रोत्साहन देकर इन दलों को सक्रिय किया जायेगा।
3. युवक मंगल दल के कार्यों का पर्यवेक्षण।
युवक मंगल दल की गतिविधियों को ठीक से संचालित कराने एवं इनसे विकास सम्बन्धी कार्यों में सहयोग लेने हेतु ग्राम पंचायत एवं क्षेत्र पंचायत की देख रेख एवं मार्ग दर्शन किया जायेगा।
4. युवक मंगल दल के सदस्यों का प्रशिक्षण।
क्षेत्र पंचायत द्वारा युवक/महिला मंगल दलों के सेमिनार संगोष्ठी एवं कार्यशालाओं का आयोजन किया जायेगा।

5. युवक/महिला मंगल दलों का सेमिनार/संगोष्ठी एवं कार्यशाला
क्षेत्र पंचायत द्वारा युवक महिला मंगल दलों के सेमिनार संगोष्ठी एवं कार्यशालाओं का आयोजन किया जायेगा।
6. विभिन्न मेलों एवं त्यौहारों के अवसर पर सुरक्षा एवं समाज सेवा कार्य हेतु प्रादेशिक विकास दल के सदस्यों का विकास/प्रोत्साहन क्षेत्र पंचायत द्वारा प्रादेशिक विकास दल के सदस्यों का विकास/प्रोत्साहन सुनिश्चित किया जायेगा।
7. व्यायामशालाओं एवं अखाड़ों की स्थापना तथा प्रोत्साहन।
क्षेत्र पंचायत द्वारा व्यायामशालाओं एवं अखाड़ों की स्थापना तथा विकास का कार्य सम्पादित किया जायेगा।
8. सांस्कृतिक कार्यक्रमों का आयोजन :
सांस्कृतिक कार्यक्रमों का आयोजन क्षेत्र पंचायत द्वारा किया जायेगा।
9. क्षेत्र पंचायत स्तर पर भवनों एवं सम्पत्तियों का रख रखाव:

क्षेत्र पंचायत के अन्तर्गत स्थित युवा कल्याण एवं प्रादेशिक विकास दल विभाग के भवनों एवं सम्पत्तियों, ग्रामीण स्टेडियम, अखाड़ा, व्यायामशाला, युवा मिलन केन्द्र तथा खेल के मैदानों आदि का निर्माण एवं रख रखाव (निर्धारित मानचित्र एवं आगणन के अनुसार) क्षेत्र पंचायत द्वारा किया जायेगा।

10. क्षेत्र पंचायत स्तर पर कल्याण/विकास के कार्यक्रमों को संचालन करने के हेतु क्षेत्रीय युवा कल्याण एवं प्रादेशिक विकास दल अधिकारी, नोडल अधिकारी एवं कार्यकारी अधिकारी होगा।
11. क्षेत्र पंचायत अध्यक्ष द्वारा यदि ब्लाक स्थित किसी विभागिय अधिकारी/कर्मचारी की शिकायत की जाती है तो उसकी जाँच स्वयं अधिकारी द्वारा की जायेगी एवं जाँच के निष्कर्षों से अध्यक्ष क्षेत्र पंचायत को भी अवगत कराया जायेगा।

3. जिला पंचायत

1. महिलाओं एवं युवकों की प्रतियोगिताओं एवं जिला स्तरीय खेलकूद प्रतियोगिताओं का आयोजन :
युवा कल्याण एवं प्रादेशिक विकास दल विभाग के जनपद स्तर पर आयोजित होने वाले सम्स्त कार्यक्रमों का आयोजन जिला युवा कल्याण अधिकारी द्वारा जिला पंचायत को ईकाई मानकर जिला पंचायत के मार्गदर्शन में आयोजित किये जायेंगे और इन कार्यक्रमों में होने वाले व्यय युवा कल्याण एवं प्रादेशिक विकास दल विभाग एवं जिला परिषद द्वारा सम्मिलित रूप से वहन किया जायेगा।

2. स्टेडियम का निर्माण, खेलों मैदानों अखाड़ों का निर्माण एवं रख रखाव जो कि राज्य सरकार द्वारा निर्धारित एवं स्वीकृत मानचित्र के आधार पर बने हों, में पर खर्च की जाने वाली धनराशि का 50 प्रतिशत धनराशि पंचायत के स्रोतों से वहन किया जायेगा। युवा कल्याण एवं प्रादेशिक विकास दल विभाग की ग्रामीण स्टेडियम, खेल मैदानों, अखाड़े, युवा केन्द्र, युवा भवन, व्यायामशालाएं एवं कार्यालय भवन आदि जो प्रदेश सरकार द्वारा स्वीकृत आगमन एवं मानचित्र के आधार पर निर्मित हुआ या अथवा निर्मित होने दो, उनके निर्माण, रख रखाव एवं कार्यक्रमों के संचालनार्थ 50 प्रतिशत धनराशि जिला पंचायत के स्रोतों से सम्पादित कराये जायेंगे।

3. भवनों एवं सम्पत्तियों का रख रखाव एवं आंकलन:

जिला मुख्यालय पर स्थापित भवनों एवं सम्पत्तियों का रख रखाव जिला पंचायत द्वारा किया जायेगा।

4. युवक मंगल दल एवं युवा क्लबों के कार्यक्रमों का संचालन।

युवक मंगल दल/महिला मंगल दल जो कि युवा कल्याण एवं प्रादेशिक विकास दल द्वारा संचालित किये जा रहे हैं, के गठन, पंजीकरण, नवीनीकरण, कार्यक्रम के संचालन की कार्यवाही क्षेत्र पंचायत एवं जिला पंचायत।

4. मार्गदर्शन में ग्राम पंचायत द्वारा की जायेगा।

5. खिलाड़ियों का प्रशिक्षण

जिला पंचायत की देख रेख में जिला कल्याण अधिकारी द्वारा खिलाड़ियों के प्रशिक्षण सम्पादित किये जायेंगे।

6. खण्ड स्तरीय प्रतियोगिताओं में विजयी महिलाओं की प्रतियोगिताओं का आयोजन:

खण्ड स्तरीय प्रतियोगिताओं में विजयी महिलाओं की जिला स्तरीय प्रतियोगिताओं का आयोजन जिला युवा कल्याण अधिकारी द्वारा जिला पंचायत की देख रेख में सम्पन्न किये जायेंगे।

7. खेलकूद उपकरणों की व्यवस्था:

जिला पंचायत की देख रेख में खेल कूद के उपकरणों की व्यवस्था की जायेगी।

8. विभिन्न स्तर पर खेल प्रतिभा खेल का आयोजन :

विभिन्न स्तर पर खेल प्रतिभा खेल का आयोजन जिला पंचायत के निर्देशन में किया जायेगा।

9. युवक मंगल दल के सदस्यों का प्रशिक्षण कार्यक्रम जिला पंचायत के निर्देशन में सम्पादित किया जायेगा।

10. जिला स्तर पर उपयुक्त सभी कार्यक्रमों के संचालन हेतु जिला युवा कल्याण एवं प्रादेशिक विकास दल अधिकारी/क्षेत्रीय युवा कल्याण एवं प्रादेशिक विकास दल अधिकारी मुख्य कार्यकारी अधिकारी एवं नोडल अधिकारी के रूप में कार्य करेगा।

11. जिला पंचायत अध्यक्ष यदि युवा कल्याण विभाग के किसी अधिकारी की शिकायत करते हैं तो उसकी जाँच विभाग जिले के सक्षम अधिकारी द्वारा की जायेगी तथा जाँच की परिणामों से अध्यक्ष जिला पंचायत की अवगत कराया जायेगा।

28. महिला एवं बाल विकास विभाग

1. ग्राम पंचायत

1. आंगनवाड़ी केन्द्रों की स्थापना, महिला मण्डल दल, मातृत्व एवं बाल कल्याण, महिला समृद्धि योजना आदि कार्यक्रमों का कार्यान्वयन।
2. महिलाओं के ऊपर होने वाले अत्याचारों को सूचित करना।
3. अनुपूरक पुष्टाहार के वितरण का प्रबन्ध करना।
4. जिला पंचायत एवं क्षेत्र पंचायत द्वारा प्रदत्त योजनाओं का कार्यान्वयन करना।
5. महिलाओं की सहभागिता एवं उनके सशक्तीकरण एवं बच्चों के अधिकार के सम्बन्ध में जागरूकता पैदा करना।
6. विभिन्न विभागों एवं स्वैच्छिक संस्थाओं के मध्य समन्वय स्थापित करना तथा सकेन्द्रण करके समन्वित बाल विकास परियोजना को और प्रभावी बनाना।
7. ग्राम पंचायत में निहित भवनों परिसम्पत्तियों का रख रखाव करना।

2. क्षेत्र पंचायत

1. ग्राम पंचायत द्वारा संस्तुत किये गये नामों की सूची में से आंगनवाड़ी कार्यकर्ताओं का चयन।
2. आंगनवाड़ी केन्द्र स्तर समस्त विभागों जैसे स्वास्थ्य तथा स्वैच्छिक संगठनों के बीच समन्वय स्थापित कर कार्यक्रमों को और प्रभावी बनाना।
3. महिलाओं के उत्पीड़न तथा बालकों के शोषण को रोकने हेतु जागरूकता पैदा करके इसके लिये विभिन्न अभियान चलाया जाना।
4. जिला पंचायत द्वारा प्रदत्त कार्यक्रमों एवं योजनाओं को कार्यान्वित करना।
5. क्षेत्र पंचायत में निहित भवनों एवं परिसम्पत्तियों का रख रखाव करना।

जिला पंचायत

1. जनपदों में संचालित समन्वित बाल विकास परियोजनाओं की योजना बनायेगी, उनका पर्यवेक्षण करेगी तथा कार्यक्रमों के क्रियान्वयन में सहमति करेगी।
2. समन्वित बाल विकास परियोजना को और प्रभावी बनाने के उद्देश्य से विभिन्न सेवाओं से संकेन्द्रण स्थापित करेगी।
3. जिला पंचायत में निहित में आदि भवनों का रख रखाव करेगी।
4. महिलाओं पर होने वाले उत्पीड़न को रोकने एवं बालकों के शोषण को रोकने के सम्बन्ध में अभियान चलायेगी।
5. महिला एवं बाल विकास विभाग द्वारा संचालित की जाने वाली निम्नलिखित योजनाओं को जनपद स्तर पर क्रियान्वित करेगी।

1. समेकित बाल विकास कार्यक्रम
2. विश्व खाद्य कार्यक्रम
3. बालिका निवेदन की स्थापना
4. महिला मंगल दलों की सहायता
5. गैर सरकारी संगठनों की सहायता/पुष्टहार वितरण
6. अनुपूरक पुष्टहार कार्यक्रम
7. निराश्रित महिलाओं की सहायता
8. दहेज से पीड़ित महिलाओं की सहायता
9. विधवा से विवाह करने वाले व्यक्तियों की सहायता
10. किशोर न्यायालयों का क्रियान्वयन
11. श्रमजीवी महिला छात्रावासों एवं अन्य की स्थापना, क्रियान्वयन एवं रख रखाव
12. कौशल सुधार एवं ग्राम्य विकास कार्यक्रमों का प्रचार
13. महिलाओं को रोजगार उपलब्ध कराने वाले कार्यक्रमों का प्रचार
14. महिला उद्यमियों के विपणन हेतु सहायता

29. सहकारिता विभाग

ग्राम पंचायत

1. ग्राम्य स्तर पर विभिन्न कार्यक्रमों और गतिविधियों में सहकारिता को बढ़ावा देना तथा ग्राम पंचायतों से सम्बद्धता स्थापित करना।
2. सहकारी आन्दोलन को बढ़ावा देने के लिये प्रसार गतिविधियों का आयोजन करना।

3. ग्राम्य पंचायत में निहित परिसम्पत्तियों एवं भवनों का अनुरक्षण।

क्षेत्र पंचायत

1. विभिन्न क्षेत्रों में सहकारिता को बढ़ावा देने के लिये उपाय सोचना।
2. उत्पादन, ऋण, विपणन, उपभोक्ता तथा अन्य समितियों के सम्बन्ध में नीतियों को लागू करना।
3. सहकारी आन्दोलन का बढ़ावा देने के लिये प्रसार गतिविधियों का आयोजन करना।
4. क्षेत्र पंचायत में निहित परिसम्पत्तियों एवं भवनों का अनुरक्षण।

जिला पंचायत

1. कृषि उद्योग और तत्सम्बन्धी क्षेत्रों सहित विभिन्न क्षेत्रों में सहकारिता को बढ़ावा देने की नीतियों को लागू करना।
2. उत्पादन, ऋण वितरण, विपणन, उपभोक्ता तथा अन्य समितियों से सम्बन्धित नीतियों को लागू करना।
3. सरकारी/गैर सरकारी कर्मियों के लिये प्रशिक्षण कार्यक्रमों को लागू करना।
4. सहकारी आन्दोलन सम्बन्धी प्रसार गतिविधियों का आयोजन करना।
5. जिला पंचायत में निहित परिसम्पत्तियों एवं भवनों का अनुरक्षण।

निम्न योजनाओं को लागू करना:

1. जिला सहकारी बैंक की शाखाओं को वित्तीय सहायता।
2. नगरीय कोऑपरेटिव बैंक को वित्तीय सहायता।
3. समाज के कमजोर वर्गों (अनु. जा./जा. गा.) के सदस्यों को शेयर खरीदने के लिये अनुदान/व्याज रहित ऋण।
4. मूल्यों के उतार चढ़ाव के लिये सहकारी समितियों का खरीद और बिक्री के लिये अनुदान।
5. लघु वित्त व्यापार के लिये विपणन समितियों को मार्गदर्शन मनी।
6. लघु सिंचाई तथा कृषि यंत्रों के लिये विपणन सहकारी समितियों को मार्गदर्शन मनी।

7. खाद्यान्न व्यापार के लिये विकास सेवा समितियों को मार्गित मनी ।
8. कृषि ऋण समितियों को खाद व्यवसाय के लिये मार्गित मनी ।
9. मूल्यों के उतार चढ़ाव से निपटने के लिये एक फण्ड के सृजन हेतु केन्द्रीय उपभोक्ता भण्डारों को अनुदान ।
10. प्राथमिक उपभोक्ता भण्डारी तथा महिला और विद्यार्थी प्रौद्योगिक सहकारी समितियों को उपभोक्ता व्यवसाय हेतु मार्गित मनी ।
11. सार्वजनिक वितरण प्रणाली के अन्तर्गत उपभोक्ता व्यवसाय हेतु मार्गित मनी ।
12. केन्द्रीय उपभोक्ता भण्डारों को पुनर्वास हेतु वित्तीय सहायता ।
13. सहकारी दाल और चावल विधायन इकाइयों के पुनर्वास के लिये वित्तीय सहायता ।
14. विपणन समितियों द्वारा संचालित कृषि सेवा केन्द्रों के पुनरुद्धार के लिये वित्तीय सहायता ।
15. मण्डी स्थलों के उप-भण्डारों के लिये प्रबन्धकीय सहायता ।
16. खाद व्यवसाय के लिये जिला सहकारी संघों को मार्गित मनी ।
17. निष्क्रिय समितियों को सक्रिय बनाया जाना ।
18. अनाधिक समितियों को आर्थिक बनाया जाना ।
19. निष्क्रिय सदस्यों को सक्रिय बनाया जाना ।

30. उद्यान एवं खाद्य प्रसंस्करण विभाग

1. प्रस्ताव पर सम्यक् विचारोपरान्त श्री राज्य पाल महोदय एतद्विषयक पूर्व में निर्मित सम्पन्न ओदरों को अतिक्रमित करते हुए उद्यान एवं खाद्य प्रसंस्करण विभाग द्वारा ग्रामीण क्षेत्रों में चलाये जा रहे उद्यान एवं खाद्य प्रसंस्करण से सम्बन्धित कार्यक्रमों/योजनाओं जिनका उल्लेख संलग्न सूची-1 में किया गया है, जिला पंचायत हस्तान्तरित करने का सहर्ष आदेश प्रदान करते हैं संलग्न सूची-2 में उल्लिखित योजनाएं/कार्यक्रम जिला पंचायती के कार्यक्षेत्र/आधिकारिता में सम्मिलित नहीं हैं व उनका क्रियान्वयन पूर्ववत् रहेगा ।

2. जिला पंचायतों को हस्तान्तरित की जाने वाली योजनाओं के सफलता पूर्व संचालित करने के उद्देश्य से जनपद स्तर पर कार्यरत उद्यान एवं खाद्य प्रसंस्करण विभाग के अधिकारी जिला पंचायत के कार्यकारी नियंत्रण में होंगे।

3. जिला पंचायतों को हस्तान्तरित की गयी कार्यक्रमों/योजनाओं हेतु बजट का आवंटन सम्बन्धित जिला पंचायत को उपलब्ध कराया जायेगा आवंटित धनराशि का आहरण वितरण पूर्ववत् उद्यान एवं खाद्य प्रसंस्करण विभाग के जनपद स्तरीय अधिकारियों के द्वारा वित्तीय नियमों एवं प्रक्रियाओं का पालन करते हुए किया जायेगा। योजनाओं/कार्यक्रमों के लिये आवंटित धनराशि कोषागार में ही रहेगी तथा उसके आहरण एवं वितरण का कार्य उद्यान विभाग के आहरण एवं वितरण अधिकारी द्वारा जिला पंचायत के निर्णय एवं स्वीकृति के आधार पर निष्पादित किया जायेगा। वित्तीय नियमों का पालन सुनिश्चित करते हेतु विभाग के अधिकारी उत्तरदायी होंगे।

3. विभाग के मण्डल एवं प्रदेश स्तर के अधिकारी विभागीय कार्यक्रमों के कार्यान्वयन के सम्बन्ध में पूर्ववत् मार्गदर्शन एवं तकनीकी पर्यवेक्षण प्रदान करते रहेंगे तथा इस सम्बन्ध में उनको प्रबल प्रशासकीय एवं तकनीकी स्वीकृति की शक्तियां पूर्ववत् प्राप्त रहेगा।

4. उपरिर्वाहित व्यवस्था वर्ष 1997-98 से लागू होगी।

31. ग्राम विभाग

जिला पंचायत

1. प्रदेश के सम्स्त राजकीय औद्योगिक प्रशिक्षण संस्थानों में चलाये जा रहे प्रशिक्षण कार्यक्रमों एवं संस्थानों की जिला योजना के क्रियान्वयन की मासिक प्रगति से जिला पंचायतों को नियमित रूप से उपलब्ध करायी जायेगी जिला स्तर पर जिला पंचायत द्वारा किये गये मार्ग दर्शन का अनुपालन उन्हें करना होगा।

2. अनुसूचित जाति/जन जाति, पिछड़ वर्ग विकलांग वर्ग, विधवा महिलाओं तथा अल्पसंख्यक आदि को प्रदान की गयी प्रशिक्षण सम्बन्धी सहायता की मासिक प्रगति जिला पंचायत को नियमित रूप से उपलब्ध कराये जाने हेतु सम्स्त प्रधानाचार्य/संयुक्त निदेशक (प्रशिक्षण) का उत्तरदायित्व होगा जिला पंचायत द्वारा इन अभ्यर्थियों के उत्थान हेतु दिये गये मार्ग दर्शन का अनुपालन करना इन अधिकारियों के कर्तव्यों एवं उत्तरदायित्व की श्रेणी में माना जायेगा।

3. प्रशिक्षण प्रबंध के अन्तर्गत तैयार की जाने वाली जिला योजना की संरचना के सम्बन्ध में जिला पंचायतों से मार्ग दर्शन एवं सुझाव प्राप्त करना अनिवार्य होगा। जिला अनुश्रवण समितियां इन सुझावों/मार्ग दर्शनों को दृष्टिगत रखते हुए इस निर्मित परिच्यय आदि आवंटित करेगी। जिला पंचायत की वार्षिक वित्तीय एवं भौतिक प्रगति की सूचना जिला पंचायतों को दिया जाना अनिवार्य होगा।

4. शिशु प्रशिक्षण योजना के क्रियान्वयन में जिला पंचायतों को सुभाव एवं मार्ग दर्शन प्राप्त करना आवश्यक होगा एवं इसकी प्राप्ति से उन्हें प्रत्येक त्रैमास में अग्रगत करना होगा। शिशु अधिनियम 1961 का नियोजकों द्वारा पालन कराये जाने में जिला पंचायतों का मार्ग दर्शन प्राप्त करने एवं उनकी विरुद्ध प्रभावी कार्यवाही की जायेगी। इसका अनुपालन न करने वाले नियोजकों के सम्बन्ध में उनकी सूची जिला पंचायत को त्रैमासिक रूप से उपलब्ध कराते हुए उसके प्रवर्तन के सम्बन्ध में उनका सहयोग प्राप्त करना होगा।

5. जनपदों को औद्योगिकरण के फलस्वरूप सार्वजनिक एवं निजी क्षेत्र के अधिष्ठानों में आई.टी.आई. प्रशिक्षित अभ्यर्थियों को रोजगार के अवसर उपलब्ध कराने के लिये जिला पंचायतों को त्रैमासिक सूचनाएं प्रेषित की जायेगी और प्राप्त मार्ग दर्शनों का अनुपालन सुनिश्चित किया जायेगा।

6. जनपदों के राजकीय औद्योगिक संस्थानों के उम्मीदवारों की चयन प्रक्रिया पंचायत की देख रेख में व्यवसायिक परीक्षा परिषद द्वारा सम्पादित की जायेगी तथा इसमें उनका सहयोग अपेक्षित होगा।

7. संस्थानों के दैनिक संचालन के अनुभव की जा रही कठिनाइयों को जिला पंचायतों के सामने प्रस्तुत करना एवं उनके निवारण हेतु उनका मार्ग दर्शन प्राप्त करने के अतिरिक्त स्थानीय तकनीकी औद्योगिक एवं रोजगार के अवसरों की आवश्यकताओं को दृष्टिगत रखते हुए समय-समय पर पाठ्यक्रमों एवं व्यवसायों के औचित्य के सम्बन्ध में जिला पंचायत द्वारा किये गये मार्ग दर्शन/सुभाव का अनुपालन सुनिश्चित किया जायेगा।

8. जनपदों के संस्थानों प्रशिक्षण स्तर में अभिवृद्धि एवं उनके साज-सज्जा, भवनों, छात्रावासों तथा अन्य एसेट्स के अनुरक्षण के सम्बन्ध में वित्तीय/संसाधन एकत्रित करने में जिला पंचायतों का सहयोग अपेक्षित होगा।

9. औद्योगिक प्रशिक्षण संस्थानों, प्रशिक्षण के दौरान, प्रशिक्षुओं द्वारा तैयार किये गये उत्पादों (फिनिश प्रोडक्ट्स) के विक्रय तथा स्वतः रोजगार परक योजनाओं का क्रियान्वयन एवं "सीखो एवं कमाओ" योजना को संस्थानों में प्रभावी/क्रियान्वयन हेतु जिला पंचायतों का सहयोग तथा उनके द्वारा दिये गये सुभावों का अनुपालन सुनिश्चित किया जायेगा।

10. जनपदों के औद्योगिक प्रशिक्षण संस्थानों में प्रशिक्षण हेतु अन्य व्यय मद प्रशिक्षण अनुदान में वृद्धि किये जाने की आवश्यकता को देखते हुए शासन पर बिना व्यय भार के प्रशिक्षण अनुदान को बढ़ाये जाने की सम्भावनाओं पर जिला पंचायतों से सहयोग प्राप्त कर उनका क्रियान्वयन सुनिश्चित किया जाय।

11. औद्योगिक प्रशिक्षण संस्थानों में खेलकूद, सांस्कृतिक कार्यक्रम तथा अन्य अतिरिक्त कैरिकुलर एक्टिविटीज का समावेश कर प्रशिक्षण कार्यक्रम को रुचिकर तथा संस्थानों में कार्यरत कर्मचारियों में भी कार्य संस्कृति के विकास में जिला पंचायत का सहयोग प्राप्त किया जायेगा।

12. उपर्युक्त समस्त क्षेत्रों में जनपदीय स्तर के प्रशिक्षण प्रवर्ग के अधिकारी एवं कर्मचारी जिला पंचायतों के अधीन माने जायेंगे किन्तु उनके अधिष्ठान सम्बन्धी कार्य, वेतन, भत्तों आदि की व्यवस्था यथावत रहेगी।

13. उपर्युक्त बिन्दुओं की कार्यवाही में जिला पंचायत एवं जनपदीय राजकीय औद्योगिक प्रशिक्षण संस्थानों के अधिकारियों में किसी प्रकार के मत विभिन्न को निदेशक प्रशिक्षण एवं सेवायोजन, उत्तर प्रदेश के समक्ष प्रस्तुत किया जायेगा।

ग्राम विभाग (ii)

जिला पंचायत

1. प्रदेश के सम्स्त जिला/क्षेत्रीय सेवायोजन अधिकारियों तथा क्षेत्रीय रोजगार विकास अधिकारियों के कार्यालयों में किये जा रहे कार्यों की मासिक प्रगति जिला पंचायत की नियमित रूप से उपलब्ध करायी जायेगी जिस पर जिला पंचायती के द्वारा दिये गये मार्ग दर्शन का अनुपालन उन्हें कराना होगा।
2. अनुसूचित जाति/जनजाति, पिछड़े वर्ग, विकलांग वर्ग तथा अल्पसंख्यक वर्ग की प्रदान की गयी सेवायोजन सहायता की मासिक प्रगति जिला पंचायत को नियमित रूप से उपलब्ध करायी जायेगी। जिस पर जिला पंचायती के द्वारा दिये गये मार्ग दर्शन का अनुपालन उन्हें कराना होगा।
3. सेवायोजन कार्यालय (रिक्तियों की अनिवार्य अधिसूचना) अधिनियम 1959 के आर्थिक हेतु जिला पंचायती का मार्ग प्राप्त करके दोषी नियोजकों के विरुद्ध अधिनियमित कार्यवाही की जायेगी।
4. प्रदेश के सम्स्त कोचिंग एवं मार्ग दर्शन केन्द्रों की कार्य प्रणाली तथा उनमें वास्तविक अभ्यासियों के प्रवेश हेतु जिला पंचायत का अनुमोदन प्राप्त करना होगा तथा इन केन्द्रों की स्थापना हेतु जिला पंचायती के अनुमोदन से प्रस्ताव निदेशक, प्रशिक्षण एवं सेवायोजन को प्रेषित किये जायेंगे और अन्ततः शासन में विचारणीय होंगी। यदि किसी प्रस्ताव पर जिला पंचायत का अनुमोदन नहीं होगा तो उस शिक्षण एवं मार्गदर्शन केन्द्र के सम्बन्ध में शासन द्वारा विचार नहीं किया जायेगा।
5. सेवायोजन प्रबन्ध के अन्तर्गत तैयार की जाने वाली जिला योजना की संरचना के सम्बन्ध में जिला पंचायती से मार्ग दर्शन एवं सुझाव प्राप्त करना अनिवार्य होगा। जिला अनुस्रवण समितियों इस सुझावों या मार्ग दर्शनों को दृष्टिगत रखते हुए इस निमित्त परिषद आदि आवृद्धि करेगी। जिला योजना की वार्षिक वित्तीय एवं भौतिक प्रगति की सूचना जिला पंचायत को दिया जाना अनिवार्य होगा।
6. जनपदों के औद्योगिकरण के फलस्वरूप सृजित होने वाली नयी रोजगार के अवसरों का सार्वजनिक तथा निजी क्षेत्र के संस्थानों में उपलब्ध रोजगार के अवसरों का उपयोग जनपदीय बेरोजगारों हेतु करने के लिये जिला पंचायती की त्रैमासिक सूचना प्रेषित की जायेगी और उनसे प्राप्त मार्ग दर्शन का अनुपालन सुनिश्चित किया जायेगा।
7. जिला पंचायती के सहयोग से सम्स्त क्षेत्रीय व जिला सेवायोजन कार्यालय क्षेत्रीय आवश्यकताओं को दृष्टिगत रखते हुए एवं वर्ष में दो बार रोजगार मेलों का आयोजन करायेंगी। जिसमें जिला जनशक्ति की बैठक/कार्यशालाएं आयोजित की जायेंगी तथा बेरोजगारी समस्या के सार्वक निवारण हेतु स्वतः नियोजन सम्बन्धी विभिन्न योजनाओं एवं अवसरों आदि बिन्दुओं पर विचार किया जायेगा। इन मेलों में स्वतः नियोजित सफल

उद्यमियों को बुलाकर इस क्षेत्र के महत्वपूर्ण आयामों पर एक संगोष्ठी करायी जायेगी। मेले में स्थानीय शिक्षण संस्थानों में व्यवसाय मार्ग दर्शन के कार्यक्रम का प्रचार तथा कैरियर कोन्स की भी स्थापना की जायेगी। प्रत्येक जिले में पूर्व विमत मेले की प्राप्ति के आधार पर अन्य आवश्यक तथ्यों के सम्बन्ध में जानकारी देने एवं कठिनाइयों के निवारण हेतु जिला पंचायतों के निर्देशन में सेवायोजन अधिकारी आवश्यक व्यवस्था करेंगे। जैसे स्वतः रोजगार हेतु लैडिंग एजेंसी की आवश्यकता का समाधान जिला उद्योग केन्द्रों अथवा अन्य कोई एजेंसी की निष्पत्ति का समाधान किया जाना सम्मिलित होगा।

8. उपर्युक्त सम्स्त क्षेत्रों में जनपदीय सेवायोजन अधिकारी एवं कर्मचारी जिला पंचायतों के अधीन माने जायेंगे किन्तु अधिष्ठान सम्बन्धी कार्य, वेतन भत्तों आदि की व्यवस्था यथावत् रहेगी।

9. उपर्युक्त बिन्दुओं की कार्यवाही में जिला पंचायत एवं जनपदीय सेवायोजन कार्यालय के भी किसी प्रकार के मत विभिन्न को निवेशक, प्रशिक्षण एवं सेवायोजन, उत्तर प्रदेश के सम्मक्ष प्रस्तुत किया जायेगा और उनका निर्णय व वाह्यकारी माना जायेगा।

32. चीनी उद्योग विभाग

जिला पंचायत

1. जनपद के उपर्युक्त क्षेत्रों में गहूता उत्पादन में वृद्धि।
2. नवीनतम शोध संस्तुतियों का प्रसार।
3. गन्ना कृषकों के प्रशिक्षण की व्यवस्था।
4. निम्न कार्यों का क्रियान्वयन:
 - अ. यातायात अनुदान
 - ब. आधार बीज गन्ना उत्पादन।
 - स. चीनी मिलों के सुरक्षित क्षेत्र में सघन गन्ना विकास कार्यक्रमों का संचालन।
 - द. गन्ना कृषकों को बीज, खाद कीटनाशक, छिड़काव यंत्रों की उपलब्धता सुनिश्चित करना।
5. चीनी मिलों के सुरक्षित क्षेत्र में अर्न्तगामीण सड़कों को चिन्हित करना व उनकी गुणवत्ता बनाये रखने हेतु समय-समय पर अनुश्रवण करना।
6. नई स्थापित चीनी मिल क्षेत्रों में गन्ना विकास कार्यक्रम संचालित करना।
7. गन्ना एवं अन्य संस्याओं के भण्डार गृहों के निर्माण में सहायता।

क्षेत्र पंचायत

1. गन्ना सर्वेक्षण कार्य का पर्यवेक्षण एवं सर्वे सट्टा सूचियों का प्रदर्शन तथा क्षेत्र पंचायत की बैठकों में अवलोकन।
2. गन्ना विकास योजनाओं हेतु ग्राम पंचायतों द्वारा चयनित लाभार्थियों के चयन का अधिक कर कार्यक्रमों का क्रियान्वयन।
3. प्रचार, प्रसार एवं प्रशिक्षण कार्यक्रमों का अनुश्रवण।
4. ग्राम स्तरीय अंगीकृत शोध संस्तुतियों के क्रियान्वयन का पर्यवेक्षण।
5. चयनित लाभार्थियों को उपलब्ध कराये जाएँगे इनपुट्स के समुचित विवरण अनुश्रवण।
6. वितरित ऋण का क्षेत्र पंचायत स्तर पर सत्यापन।
7. कीट एवं बीमारियों के प्रकोप की समीक्षा एवं नियंत्रण हेतु ग्राम स्तर पर तैयार की गई राखनीति विला पंचायत को संस्तुत करना।

ग्राम पंचायत

1. जनपदवार गन्ना सर्वेक्षण कार्य तथा पारदर्शिता हेतु सर्वे सट्टा सूचियों का प्रदर्शन तथा ग्राम पंचायत की बैठकों में अवलोकन।
2. विभिन्न गन्ना विकास योजनाओं हेतु लाभार्थियों का चयन तथा कार्यक्रम का क्रियान्वयन।
3. प्रचार, प्रसार एवं प्रशिक्षण।
4. शोध संस्तुतियों का ग्राम स्तरीय अंगीकरण।
5. इनपुट्स की व्यवस्था हेतु लाभार्थियों का चयन।
6. गन्ना समितियों के सदस्यों का सत्यापन एवं मृतक सदस्यों के उत्तराधिकारियों की नियमन नियुक्ति।
7. विभिन्न संस्थाओं द्वारा वितरित ऋण का सत्यापन।
8. कीट एवं बीमारियों के प्रकोप की समीक्षा एवं नियंत्रण हेतु राखनीति तैयार करना।

33. निर्यात प्रोत्साहन विभाग परिशिष्ट-1

ग्राम पंचायत

1. लघु, लघुतर कुटीर एवं गामोद्योग के विकासार्थ चलाई जा रही योजनाओं का प्रचार एवं प्रसार।
2. विभिन्न योजनाओं हेतु पात्र उद्यमियों का चुनाव विषयक संस्तुति क्षेत्र पंचायत/जिला पंचायत हेतु।
3. फटरी, चिकन, कालीन तथा हस्तशिल्पियों योजनाओं के क्रियान्वयन में सहयोग।
4. ग्रामीण दस्तकारों की आवश्यकताओं का आकलन एवं उन्हें विभिन्न विभागों से आवश्यक सहायता उपलब्ध कराना।
5. स्वरोज्जगार हेतु इच्छुक व्यक्तियों की पहचान एवं उनकी सूची क्षेत्र पंचायत/जिला पंचायत एवं जिला उद्योग केन्द्र को उपलब्ध कराना।
6. स्वीकृत ग्राम विकास योजना के अन्तर्गत उद्योग सेवा एवं व्यवसाय के लाभान्वित व्यक्तियों का जिला उद्योग केन्द्र से पंजीकरण एवं अन्य सहायताएं दिलाना।
7. राइमस के प्रशिक्षकों को क्षेत्र पंचायत के माध्यम से ऋण प्रार्थना पत्र तैयार करना एवं बैंकों को प्रेषित करना।

क्षेत्र पंचायत

1. औद्योगिक उत्पादन को बढ़ावा देना।
2. विभिन्न योजनाओं के अन्तर्गत लाभार्थियों का चयन।
3. क्षेत्र पंचायत के स्त्रोतों से प्रशिक्षण तथा उत्पादन केन्द्रों की स्थापना।
4. डेडीशन्ड शिल्प को बढ़ावा देना।
5. सरकारी संगठनों तथा स्वयं सेवी समूहों को औद्योगिक विकास हेतु गतिशीलता देना।
6. विपणन तथा विक्रय बढ़ाने हेतु मेले तथा प्रदर्शनियों का आयोजन।
7. क्षेत्र पंचायतों को प्रतिनिधित्वित परिसम्पत्तियों एवं भवनों का रख रखाव।

8. विभिन्न विभागों के साथ स्थानीय स्तर पर यथा शीघ्र कनेक्शन, मण्डी समिति से लाइसेंस, टाउन/नोटीफाइड एरिया से भवन, मानिक्य स्वीकृत करना।
9. विभिन्न योजनाओं के अन्तर्गत बैंकों की प्रेषित ऋण प्रार्थना पत्रों का बैंकों से निस्तारण एवं मॉनीटरिंग।
10. उद्यमिता विकास प्रशिक्षण योजना के अन्तर्गत संस्थाओं के कथन हेतु जिला उद्योग केन्द्र को संस्तुति करना।
11. इवाकरा व अन्य योजनाओं के लाभार्थियों को उद्योग विभाग/खादी ग्रामोद्योग बोर्ड/हथकरभा एवं कस्त्रोद्योग निदेशालय आदि लाभान्वित करना।

जिला पंचायत

1. खादी ग्रामोद्योग बोर्ड द्वारा संचालित कार्यक्रमों तथा उनके विकास तथा उनके प्रसार एवं विकास विषयक उपलब्ध इन्सैटिव अनुसार क्रियान्वयन।
2. उत्पादन प्रशिक्षण केन्द्रों के उत्पादों की गुणवत्ता हेतु स्थापना विषयक प्रबन्धकः
3. ग्रामीण कुटीर उद्योगों के विपणन विषयक व्यवस्था।
4. के.बी.आई.बी./के.बी.आई.सी. पर आधारित योजनाओं का क्रियान्वयन।
5. चर्म हथकरभा, चिकन तथा ब्रास एवं मेटल पर आधारित उद्योगों का विकास।
6. प्रशिक्षण संगोष्ठी तथा सेमिनार का उद्योगों के विकासार्थ व्यवस्था विषयक क्रियान्वयन।
7. जिला पंचायतों में निहित अधिकारी के अनुरूप परिसम्पत्तियों तथा भवनों का रख रखाव एवं मरम्मत आदि।
8. स्थानीय कच्चे माल की उपलब्धता तथा संसाधनों के अनुसार उद्योगों की स्थापना।
9. सहकारी संगठनों तथा सेवा समूहों तथा महिला समूहों को संगठित कर उद्योगों की स्थापना तथा उत्पादन में वृद्धि।
10. नई तकनीकी के विकास हेतु योजनाओं का क्रियान्वयन तथा प्रसार।
11. अशासकीय संगठनों से सम्बन्ध स्थापित करना।

12. स्थानीय संगठनों एवं कार्यकौशल के अनुरूप जिला योजनाओं के अन्तर्गत नई योजनाओं को तैयार करना एवं उनको स्वीकृत करना।
13. जनपद के लिये औद्योगिक सम्भाव्यता सर्वेक्षण करना।
14. मानव संसाधन के विकास हेतु स्वरोज्जगार के इच्छुक उद्यमियों का सर्वेक्षण एवं उनके लिये उपयोगी उद्योग/व्यवसाय अथवा सेवा कार्यों का अभिमान।

34. क्षेत्रीय विकास विभाग

ग्राम पंचायत

1. स्थानीय आवश्यकताओं और समस्याओं की चिन्हित करके उपभोक्ता समूहों (ग्रुपिंग) का गठन और महिलाओं, अनुसूचित जाति/जनजाति, कुषक श्रमिकों और चरवाहों (शेफर्ड्स) के लिये स्वयं सहायता समूहों का संगठन।
2. लाभग्राही स्वयं सहायता समूहों की प्रशिक्षण।
3. जल समेर संघ (वाटर शेड एसोशियेशन) का निर्माण।
4. जल समेट सचिवों एवं स्वयं सेवकों की नियुक्ति।
5. सृजित परिसम्पत्तियों की क्रियाशीलता तथा अनु: रक्षण को सुनिश्चित करने के लिये सम्बन्धित विभागों/अधिकरणों की तकनीकी सहायता विकास योजनाओं का निर्माण।
6. परियोजना क्षेत्रों में उक्त कृषिक अपने वाले कुषकों की पहचान।

क्षेत्र पंचायत

1. विकासक्रमक कार्यों एवं योजनाओं के विभिन्न स्वयं सहायता समूहों (सेल्फ हेल्प ग्रुपस) सहित ग्रामी/अधिकरणों का चयन।
2. जल समेट विकास टीम की नियुक्ति।
3. जल समेट विकास टीमों और जल समेट संघों (वाटर शेड एसोशियेशन) के सदस्यों का प्रशिक्षण।
4. परियोजनाओं क्षेत्रों में उक्त कृषिक प्रणाली के विभिन्न सूचना का प्रचार प्रसार।

जिला पंचायत

1. राज्य सरकार द्वारा निर्धारित नीतियों एवं मॉडल दशों सिद्धान्तों के अनुसार योजनाओं परियोजनाओं का क्रियान्वयन।
2. जिला जल समेट सलाहकार समिति का गठन करके जिला पंचायत और पंचायत समितियों की योजनाओं एवं कार्यक्रमों का अनुमोदन।
3. योजनाओं के सुचारु क्रियान्वयन की दृष्टि से मार्गदर्शन एवं परामर्श प्रदान करते हुए राज्य के प्रशासनिक ढाँचे का सुदृढीकरण।
4. जिला ग्राम्य विकास अभिकरणों से सम्बन्धित तालमेल रखते हुए योजनाओं का क्रियान्वयन और ग्राम पंचायतों का पूर्ण सहयोग प्राप्त करना।
5. जल समेट क्षेत्रों का चयन, जल समेट विकास योजनाओं का तैयारी एवं स्वीकृति पी.आई.ए. (प्रोजेक्ट इम्प्लायमेंट एजेंसी) का चयन जिला जल समेट परामर्शदात्री समिति तथा जल समेट समिति की नियुक्ति।
6. कार्यक्रमों का क्रियान्वयन करने वाले सरकारी/गैर सरकारी व्यक्तियों का प्रशिक्षण।
7. उन्नत कृषि प्रणाली के निर्मित सूचना प्रचार-प्रसार।

35. खाद्य तथा रसद विभाग

ग्राम पंचायत

1. सरकारी सस्ते गल्ले की दुकानों का शासनदेश में अंशित दिशा निर्देशों के अनुरूप निरीक्षण करने के साथ-साथ गांव में सार्वजनिक वितरण प्रणाली का पर्यवेक्षण करना।
2. सार्वजनिक वितरण प्रणाली के अन्तर्गत शासनदेश के अनुरूप खाद्यान्नों की उपलब्धता से सम्बन्धित सूचनाओं को प्रस्तारित करना।
3. अवस्यक और न्यून उपलब्धता की वस्तुओं की आपूर्ति या कमी के बारे में जिला पंचायत/क्षेत्रीय पंचायत को अवगत करना।
4. शासनदेश के अन्तर्गत राशनकार्डों को निगत करने सम्बन्धी व्यवस्था करना।
5. अर्ह व्यक्ति/संस्था/सहकारी समिति को लाइसेंस निर्गत करने के लिये क्षेत्रीय पंचायत को संस्तुति योजना।

6. सरकार द्वारा निर्गत दशा-निर्देशों के अनुरूप लाभार्थियों का चयन।
7. सार्वजनिक वितरण प्रणाली के द्वारा राहत सामग्री की आपूर्ति कराना।
8. विभिन्न रोजगार सृजन योजनाओं के अन्तर्गत खद्यान्नों का वितरण।

36. खाद्य तथा रसद विभाग

जिला पंचायत

1. राज्य सरकार द्वारा निर्गत निर्देशों के अन्तर्गत सार्वजनिक वितरण प्रणाली के माध्यम से आवश्यक वस्तुओं के आपूर्ति हेतु योजना तैयार करना।
2. अभावग्रस्त क्षेत्रों में जहाँ खद्यान् का संकट है वहाँ आवश्यकतानुसार नये केन्द्रों की व्यवस्था करना।
3. राज्य सरकार के साथ सम्न्ध करना और सार्वजनिक वितरण प्रणाली में आवश्यक वस्तुओं की आपूर्ति हेतु परिवहन आदि की व्यवस्था सुनिश्चित करना।
4. दैनिक आपदा के समय राहत केन्द्रों का प्रबन्ध व स्थापना करना।
5. सार्वजनिक वितरण प्रणाली के अन्तर्गत राहत सामग्री की आपूर्ति का पर्यवेक्षण व प्रबन्धन से सम्बन्धित कार्य तथा आवश्यकतानुसार इस सम्बन्ध में क्षेत्रीय पंचायतों व ग्राम पंचायतों के कार्यों का पर्यवेक्षण व मार्ग निर्देशन।

37. खाद्य तथा रसद विभाग

क्षेत्र पंचायत

1. क्षेत्र में सरकारी सस्ते गल्ले की दुकानों का शासनादेशों में अंकित दिशा निर्देशों के अनुरूप निरीक्षण करना।
2. सार्वजनिक वितरण प्रणाली के अन्तर्गत ग्राम पंचायतों के कार्यों का पर्यवेक्षण।
3. सार्वजनिक वितरण प्रणाली के माध्यम से वितरित होने वाले राहत सामग्री की आपूर्ति का पर्यवेक्षण करना।

38. चिकित्सा विभाग

ग्राम पंचायत

1. उपकेन्द्रों का भवन निर्माण तथा उपयुक्त भूमि की व्यवस्था तथा निर्माण कार्य का पर्यवेक्षण।
2. मलेरिया निरोधक औषधियों का वितरण।
3. जीवन रक्षक घोल तथा ब्लीचिंग पावडर का वितरण।
4. राष्ट्रीय परिवार कल्याण कार्यक्रम का कार्यान्वयन।
5. स्वास्थ्य शिक्षा सामग्री का वितरण।
6. जन्म मृत्यु पंजीकरण सम्बन्धी सूचना।
7. पर्यावरणीय अस्वच्छता पर नियंत्रण।
8. महामारी विषयक सूचना उनकी रोकथाम एवं नियंत्रण।
9. बच्चों के टीकाकरण हेतु आयोजित किये जाने वाले शिविरों की सहायत।
10. मातृ एवं शिशु कल्याण योजनाओं का कार्यान्वयन।
11. पानी से फैलने वाली बीमारियों की रोकथाम एवं नियंत्रण।
12. ग्राम पंचायतों के अन्तर्गत आने वाले भवनों एवं परिसम्पत्तियों का अनुरक्षण।

क्षेत्र पंचायत

1. प्राथमिक स्वास्थ्य केन्द्रों एवं सामुदायिक स्वास्थ्य केन्द्रों के कार्यों का पर्यवेक्षण।
2. प्राथमिक स्वास्थ्य केन्द्रों / सामुदायिक स्वास्थ्य केन्द्रों के भवनों का अनुरक्षण नवीनीकरण एवं विस्तार।
3. महामारियों की रोकथाम एवं नियंत्रण।
4. राष्ट्रीय परिवार कल्याण कार्यक्रम का कार्यान्वयन।

5. पर्यावरणीय स्वच्छता पर नियंत्रण तथा सम्बन्धित खाद्य निरीक्षक।
6. मातृ शिशु कल्याण योजनाओं का कार्यान्वयन एवं संवर्धन।
7. प्राथमिक स्वास्थ्य केन्द्रों के भवनों हेतु उपयुक्त भूमि की व्यवस्था।
8. अर्ह चिकित्सकों को चिन्हित करना तथा उनके विरुद्ध न्यायोचित कार्यवाही करना।
9. राष्ट्रीय स्वास्थ्य कार्यक्रमों का कार्यान्वयन।
10. क्षेत्रीय पंचायत के अन्तर्गत आनेवाले प्रभारी विभागीय भवनों एवं पर सम्पत्तियों का अनुरक्षण।

जिला पंचायत

1. राज्य स्तर से प्राप्त दिशा निर्देशों के अनुसार प्राथमिक स्वास्थ्य केन्द्रों एवं सामुदायिक स्वास्थ्य केन्द्रों की स्थापना तथा उनके भवन निर्माण हेतु स्थल चयन किये जायेंगे।
2. महामारियों की रोकथाम व नियंत्रण।
3. जिले में राष्ट्रीय परिवार कल्याण कार्यक्रम के अन्तर्गत राज्य स्तर से प्राप्त दिशा निर्देशों के कार्यान्वयन, पर्यवेक्षण एवं अनुगवण तथा मूल्यांकन।
4. मातृ एवं शिशु कल्याण योजनाओं की समीक्षा एवं अनुगवण।
5. विद्यालय स्वास्थ्य कार्यक्रम।
6. जिले के अन्तर्गत आयोजित किये जाने वाले मेले में स्वच्छता की व्यवस्था।
7. अर्ह चिकित्सकों का अभिलापन एवं उनके विरुद्ध यथोचित कार्यवाही।
8. जिला पंचायत के क्षेत्रन्तर्गत आने वाले प्राथमिक स्वास्थ्य केन्द्रों/सामुदायिक स्वास्थ्य केन्द्रों तथा चिकित्सालयों व उनके स्थापित विशिष्ट चिकित्सा इकाइयों तथा रति रोग रुजस्तय प्लास्टिक सर्जरी पैथोलॉजी आदि में जलापूर्ति विद्युत आपूर्ति जेनरेटर सेट्स की व्यवस्था एवं अनुरक्षण।
9. जिला पंचायत के क्षेत्रन्तर्गत आने वाले चिकित्सा विभाग के भवनों एवं परिसम्पत्तियों का अनुरक्षण।

39. सिंचाई विभाग

परिशिष्ट-1

सिंचाई (नहरें)

ग्राम पंचायत

1. गूलों के रख रखाव सिल्ट सफाई इत्यादि कार्यों का पूर्वकलोकन।
2. नहरों को अनधिकृत कटिंग से सम्बन्धी शिकायतें दर्ज करना।
3. योजनाबन्दी के अनुसार जल वितरण सुनिश्चित करना।
4. ग्राम पंचायत को लाभान्वित करने वाले तालाबों का प्रबन्ध।
5. क्षेत्र पंचायत/ग्राम पंचायत द्वारा सौंपे गये कार्यों को करना।

क्षेत्र पंचायत

1. खादी कतान और अन्नबाला के मामलों में तावान लगाना।
2. एक से अधिक ग्राम पंचायतों को लाभान्वित करने वाले तालाबों का प्रबन्ध।
3. बंभियों, बंधों नालियों तथा बाढ़ नियंत्रण कार्यों का रखरखाव।

जिला पंचायत

1. कृषि विकास के लिये जल उपयोग की सम्पन्नित योजना बनाना।
2. जिले में विद्यमान बंधों व राजकीय लघु सिंचाई कार्यों का सेवा मार्ग सहित रखरखाव।
3. ऐसे रजबहो (अल्पिका) के बैंक/मार्गों की देख रेख व मरम्मत करना, जिनमें 20 क्यूसेक तक पानी बहता है और जिनका समादेय क्षेत्र केवल एक ही जनपद तक सीमित है।
4. ऐसे नालों का रख रखाव करना जिनका जल ग्रहण क्षेत्र केवल एक ही जनपद में सीमित है।
5. जल वितरण प्रणाली के लिये रोस्टर तैयार करना।
6. मुख्य नहरों के जल वितरण के लिये सिंचाई विभाग को परामर्श देना।
7. सिंचाई, बाढ़, नियंत्रण कलामसारण बंभियों और तालाबों की ऐसी योजनाओं के लिये परियोजना प्रस्ताव तैयार करना जिनका लाभ एक ही जनपद तक सीमित है।

परिशिष्ट 2

विस्तरीय पंचायत राज संस्थाओं को नहरों से सम्बन्धित सिंचाई व्यवस्था के हस्तान्तरण के पश्चात् प्रशासनिक व्यवस्था।

| क्रमोंक | पद | जिला पंचायत | क्षेत्र पंचायत | ग्राम पंचायत | अभ्युक्ति |
|---------|----------------------|-----------------------------|--------------------------------------|--------------|---|
| 1. | अभिशासी अभियन्ता | पदेन व जिला सिंचाई | - | - | एक से अधिक खण्डों की नहरें जिले में होने की स्थिति में जिले के सिंचाई खण्ड का अभिशासी अभियन्ता नोडल अधिकारी होगा। |
| 2. | सहायक अभियन्ता | - | पदेन क्षेत्रीय | - | मुख्यतः बाढ़ कार्यों हेतु |
| 3. | इप राजस्व अधिकारी | पदेन जिला राजस्व अधिकारी | - | - | - |
| 4. | अवर अभियन्ता | | पदेन क्षेत्रीय इप- सिंचाई अधिकारी | - | - |
| 5. | जिलेदार | - | तदेव | - | - |
| 6. | सींच पर्यवेक्षक | - | क्षेत्रीय सींच पर्यवेक्षक | - | - |
| 7. | सींचपाल | - | - | सींचपाल | यदि एक से अधिक ग्राम पंचायत हैं तो सभी ग्राम पंचायतों का सींचपाल होगा। |

परिशिष्ट - 3

विस्तरीय पंचायत राज संस्थाओं को नहरों से सम्बन्धित सिंचाई व्यवस्था के हस्तान्तरित के पश्चात् वित्तीय व्यवस्था

| क्रमोंक | पद | जिला पंचायत | क्षेत्र पंचायत | ग्राम पंचायत | अभ्युक्ति |
|---------|-------------------|--|----------------|--------------|--|
| 1. | वित्तीय अधिकारी | - | - | - | - |
| 2. | नहरों का अनुरक्षण | धन आवंटन हेतु प्रस्ताव नहरों की लम्बाई के अनुपात में अभिशासी किये जायेंगे | - | - | धन का आवंटन जिला पंचायत द्वारा विभिन्न ग्राम पंचायतों को आवश्यकतानुसार दिया जायेगा |

नोट : वित्तीय अधिकारों का उपयोग अभिशासी अभियन्ता ही करते रहेंगे।

परिशिष्ट-4

सिंचाई (राजकीय नलकूप)ग्राम पंचायत

1. तकनीकी दिशा निर्देशों के अनुरूप नलकूपों के निर्माण तथा पुर्ननिर्माण के लिये स्थल को चयन करना।
2. निर्माण कार्यों की समीक्षा।
3. मोटराबन्दी की तैयारी।
4. राजकीय नलकूपों की जल वितरण प्रणाली की मरम्मत एवं यदि आवश्यक हो तो आवश्यक संसाधन बनाना।
5. नलकूप चालकों के कार्यों की निगरानी।

क्षेत्र पंचायत

1. नये राजकीय नलकूपों के निर्माण के लिये ग्रामों का चयन।
2. निर्माण/रख रखाव के कार्यों का अनुश्रवण।
3. सहायक अभियन्ता सिंचाई सुपरवाइजर (अवर अभियन्ता) तथा सेवारत मिस्त्रियों के कार्यों की देख रेख करना।
4. मोटराबन्दी की बाधाओं को निपटाने में ग्राम पंचायतों की सहायता करना।
5. क्षेत्र पंचायतों में निहत भवनों एवं परिसम्पत्तियों का अनुरक्षण।

जिला पंचायत

1. भूमिगत जलस्रोतों के उपयोग की योजना बनाना तथा अर्न्तविकास खण्डीय प्राथमिकताओं का निर्धारण करना।
2. विद्युत आपूर्ति सहित राजकीय नलकूपों की कार्यकुशलता तथा क्षमता उपयोग का अनुश्रवण करना और उसे सुधारना।
3. राजकीय नलकूपों की जीर्णोद्धार जल वितरण प्रणाली का जीर्णोद्धार।
4. राजकीय नलकूपों की मरम्मत की व्यवस्था करना।

5. जल दरो की वसूली का अनुश्रवण करना।
6. सरकारी/गैर सरकारी कार्यकर्ताओं और जल उपयोग कर्ताओं का प्रशिक्षण।
7. जिला पंचायत में निहित भवनों तथा परिस्मर्पितियों का अनुश्रवण।
8. जल दर वसूली का अनुश्रवण करना।
9. नहरों के रिसाव व कटान को रोकने के लिए उपाय करना।

परिशिष्ट-5

राजकीय तपु सिंचाई-राजकीय नलकूप

त्रिस्तरीय पंचायती राज संस्थाओं को हस्तान्तरण हेतु प्रस्तावित कार्यों के क्रियान्वयन हेतु प्रस्तावित वित्तीय व्यवस्था

| क्रमांक | कार्यक्रम | लेखा शीर्षक | धनराशि जो त्रिस्तरीय पंचायतों को दी जानी प्रस्तावित है (लाख ₹ में) | | | अभ्युक्ति |
|---------|---|-----------------------------|--|----------------|---|-----------|
| | | | जिला पंचायत | क्षेत्र पंचायत | ग्राम पंचायत | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1. | राजकीय नलकूपों तथा इनकी जल वितरण प्रणाली का अनुश्रवण/मरम्मत | 2702 आयोजनेतर | 7000 प्रति नलकूप प्रतिवर्ष की दर से | - | गूलों की मरम्मत हेतु धनराशि जिला पंचायत द्वारा 7000 से आवंटित की जाएगी। | |
| 2. | राजकीय नलकूपों की जल वितरण प्रणाली का जीपीआर | 2702 आयोजनागत (जिला सेक्टर) | स्वीकृत जनपद योजना के प्राविधान के अनुसार | | | |

- नोट: 1. यह धनराशि जिला योजना के अन्तर्गत स्वीकृत प्राविधान पर निर्भर करेगी।
2. क्रमांक 1 पर अंकित धनराशि ₹ 7000/- प्रति नलकूप की दर पर अव्यवस्थित हैं।
3. वित्तीय अधिकारों का उपयोग सम्बन्धित अधिशासी अभियन्ता द्वारा किया जायेगा।

परिशिष्ट-6राजकीय लघु सिंचाई (राजकीय नलकूप)

मिन्स्टरीय पंचायती राज संस्थाओं का हस्तान्तरण हेतु प्रस्तावित कार्यों के फलस्वरूप पंचायतों द्वारा कन्ट्रोल हेतु प्रस्तावित (प्रशासनिक व्यवस्था)

| क्रमांक | पदनाम | जिला पंचायत | क्षेत्र पंचायत | ग्राम पंचायत | अभ्युक्ति |
|---------|------------------|------------------|-----------------|--------------|--|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1. | अभिशासी अभियन्ता | अभिशासी अभियन्ता | - | - | भारतीय संविधान के 73वें संशोधन अधिनियम की धारा 39 के अन्तर्गत जिला पंचायत के एक आफिसियो अधिकारी के रूप में कार्य करेगी |
| 2. | सहायक अभियन्ता | सहायक अभियन्ता | - | - | - |
| 3. | अवर अभियन्ता | - | अवर अभियन्ता | - | - |
| 4. | जिलेदार | - | जिलेदार | - | - |
| 5. | सींच पर्यवेक्षक | - | सींच पर्यवेक्षक | - | - |
| 6. | सेक्सन मिस्त्री | - | सेक्सन मिस्त्री | - | - |
| 7. | नलकूप चालक | - | - | नलकूप चालक | - |

40. उर्जा विभागग्राम पंचायत

1. ब्रॉयरींग प्लान्ट, उन्नत कूल्हा, सोलर कुकर जैसे वैकल्पिक उर्जा उपकरणों से सम्बन्धित सूचनाओं का प्रचार और लाभार्थियों तथा सम्भावित क्रेताओं का चयन।
2. वैकल्पिक उर्जा से सम्बन्धित सामुदायिक उपकरणों का रख रखाव।

क्षेत्र पंचायत

1. पारम्परिक ऊर्जा स्रोतों का उन्नयन एवं विकास/विस्तार ।
2. आई.आर.ई.पी. कार्यक्रम से सम्बन्धित ऊर्जा योजना तैयार करना ।
3. वैकल्पिक ऊर्जा उपकरणों के निर्माण से सम्बन्धित कारीगरों का प्रशिक्षण तथा उसे द्राइसेम या अन्य गरीबी उन्मूलन कार्यक्रमों से सम्बन्ध करना ।
4. क्षेत्र पंचायतों की परिसम्पत्तियों तथा भवनों का अनुरक्षण ।

जिला पंचायत

1. आई.आर.ई.पी. कार्यक्रमों का नियोजन, वितरण, कार्यान्वयन तथा नियंत्रण ।
2. विभिन्न संस्थाओं, उद्योगों आदि को ऊर्जा बचत उपकरणों पर सब्सिडी का वितरण ।
3. राज्य की ऊर्जा नीति से संगत योजना तैयार करना और सम्बन्धित एजेंसियों के साथ सम्बन्ध ।
4. विभिन्न वैकल्पिक ऊर्जा उपकरणों के उपयोग से सम्बन्धित नियमित फंड बैंक प्राप्त करना ।
5. जिला पंचायतों के नियंत्रणाधीन परिसम्पत्तियों तथा भवनों का अनुरक्षण ।